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A DESCRIPTIVE SURVEY OF THE ORGANIZATION, FUNCTIONS AND OPERATION OF COLLEGIATE INSTITUTE BOARDS IN THE SMALLER CITIES OF SASKATCHEWAN

by

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ABSTRACT

The purpose of this thesis was to analyze the administrative procedures of the Boards of Trustees of the Collegiate Institutes in the smaller Saskatchewan cities. More particularly it was to examine: (1) the functions performed, (2) the type of organization adopted, and (3) the operational methods employed by these boards. The analysis of the results of this examination was then used to determine, (1) how board decisions became effective, (2) the impact of these procedures on board-administrator relationships.

The systems under observation were evaluated by comparison with a conceptual design that was formulated from a study of American literature on school administration. The principles incorporated in the design were further supported by reports of authorities in school administration following studies in Manhassett and Batavia, New York State, and in Saskatoon, Saskatchewan. The fundamental principles of the design included:

(1) Board control of administration exercised through the formation of broad general policies.

(2) The delegation of executive authority.

(3) Unit executive responsibility.

(4) Unit board organization.

To determine the average normal procedures care was taken to select collegiate systems which were comparable with respect to (1) student enrolment, (2) number of teachers

on staff, (3) population of the city in which they were located, (4) property assessment.

The data were obtained by three procedures: (1) attendance and observation of a regular board meeting, (2) observation of the administrative officers in the discharge of their respective duties, (3) an unstructured interview with the (a) chairman, (b) principal, (c) superintendent, and (d) secretary-treasurer, in each system. A separate instrument was designed and used to guide each procedure.

The data has been presented in three forms:

(1) A brief summary has been used to indicate agreement with or deviation from the broad but fundamental principles established in the design.

(2) A combination verbal-graphical report has been used to indicate the items for which executive responsibility has been delegated and those which have been retained for board decision.

(3) A verbal summary indicates in greater detail specific and pertinent findings and attempts to consolidate the evidence as it affects each of the major areas of board "interest".

The data obtained through these techniques indicate that boards operate contrary to the advice of authorities on school administration in the following respects:

(1) Standing committees perform much of the executive function.

(2) Executive responsibilities are delegated to more than one official.

(3) Board interest, consideration and effort is concentrated on the monetary, physical and material aspects of education and tends to neglect the philosophical aspects as well as its aims and objectives.

(4) Financial authority is not included in that delegated to the administrator.

(5) Board decisions determine a single instance rather than establish policy.

(6) Long term planning tends to be limited to matters of construction and to finance.

(7) The public are not kept well informed of the school program.

Tradition remains a dominant factor in determining board procedure. Statesmanlike leadership will be required to produce desirable changes in school administration. Boards should re-direct their efforts towards the formulation of objectives and long term planning for the achievement of educational goals. Effectiveness could be increased and board control intensified if boards were to adopt two basic operating principles: (1) direct their staffs through carefully formulated policies, (2) free themselves of executive responsibilities by increasing the authority delegated to their chief administrative officer.

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CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

I. THE CHALLENGE OF EDUCATIONAL TRUSTEESHIP

"To err is human." All human endeavour is subject to the foibles and frailties of human nature. With this realization it becomes imperative that all individuals as well as the members of all organizations and associations appraise and evaluate their individual and group efforts and procedures. Social problems increase in complexity as technological improvements and knowledge in the social sciences exert their influence over human effort and organization. Frequently these changes add to the burdens of those responsible for the administration of our social institutions. To select the valid and desirable those charged with this responsibility must be keenly alert and sensitive and yet at times almost brutally critical. To meet the requirements of efficiency in the administration of public institutions is one of the great challenges of the twentieth century.

Citizens of nations that are committed to the democratic way of life look with favor on individual decision-making and the administration of institutions by local control. While this satisfies the democratic desire, the conservative influences of tradition and custom frequently act as barriers

to change and progress. Few institutions escape these influences, to which the public school is particularly vulnerable. Conversely none is forced as vigorously as the school to look to the future. The future of the individual student and of the entire nation is directly dependent upon the quality of education provided by the public school.

Tuttle,[1] in depicting the influence of education upon the future, refers to the mobility of today's citizens. Because the graduates of almost every school system scatter to various parts of the nation, school board members must realize the importance of their task. An effective school system will make a contribution far beyond its borders while a poor or weak system will reduce the standards of regions far afield. Tuttle's remarks refer to the United States but are equally applicable to Canada.

When the significance of school board membership is considered, it will be realized how great a contribution the thousands of men and women who serve in this capacity are making. Reeves[2] points out that the vast majority accept board membership because of a sincere desire to render service

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[1]Edward Mowbray Tuttle, School Board Leadership in America, (Danville, Ill.: The Interstate Printers and Publishers, 1958), p. 15

[2]Charles Everend Reeves, School Boards--Their Status, Functions and Activities, (Eaglewood Cliffs, N.J.: Prentice-Hall Inc., 1954), p. 107

to the community; but, as Tuttle[3] indicates, in so doing, they are serving not only their own but every community that receives graduates from the school on whose board they serve. Tuttle inspiringly points out that the board members are required to consider the immediate disposal of routine detail at meeting after meeting but that if members can keep the broader vision of national interest before them, there is a worthy challenge--that of providing a school system which will develop to the maximum the potentialities of every child.

The efforts of school boards are not always appreciated and as the American Association of School Administrators, in their twenty-fourth year book, point out, there are many obstacles and discouragements.

> His is no easy task. Service on a board of education is not for the faint heart! Seldom will the public take notice of his work. Yet in this seeming quiet there is ever present the brewing storm which, because of the very infrequency with which it swells to tempest force, calls for extraordinary force and strategy. Almost without warning, the school board must be ready to meet pressures of innumerable varieties and to protect the schools from their attempted inroads. Disgruntled taxpayers, frustrated individuals, super-patriots, and reformers--among all these, and more, the school board must steer a carefully chosen, courageous course. Veering away from rock and cataract the unwary board may ground itself in the placid shallows of community indifference. Indeed the complacency of the public may sometimes be a greater test of strength than the attacks of reactionaries who sniff the very air for deviations from educational orthodoxy. Faced with the hardest kind of facts, ugly situations, even malicious manipulation,

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[3]Tuttle, op. cit., p. 14

> the school board member must work as a realist but emerge as an idealist and a champion of idealism.[4]

Trusteeship in education is a serious and important business. The responsibilities of office are challenging but burdensome; the opportunities for service to childhood and to the nation are unlimited. This truism is evinced by the fact that in general only those who command the respect and confidence of their fellow citizens are elected to this position of service. Tuttle[5] could well have substituted "Canada" for "America" in the introductory sentence of his book on school board service, "It has been said that here in America no greater honor can be conferred upon a man or woman by a community than selection as a member of the local school board."

Comparison with the conceptual design reveals weaknesses and defects in existing school board operation. By such comparisons and by a critical evaluation of their own operational procedures boards can eliminate inefficiencies within their own system and by example can provide leadership in the establishment of superior school administration. Every board member who recognizes the extent of his reponsibility also recognizes that he requires every

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[4] American Association of School Administrators, School Boards in Action, (Washington, D.C.: 1946), p. 14

[5] Tuttle, op. cit., p. 9

possible aid to increase effectiveness. It is hoped that this survey can be one of those aids. This is its intent or purpose.

II. THE PROBLEM

It is the general purpose of this study to determine the actual administrative practices and procedures of boards. As the legal authority for local administration of the educational system is vested in the locally elected school board, this study will concentrate on the organization, functioning and operation of that body.

More specifically the study seeks to answer the following questions:

1. Do boards limit their activities to the Legislative, Evaluative and Judicial functions or do they become involved in the Executive function?

2. Do boards direct and guide their own decisions and actions as well as those of the employed personnel through the establishment of policies or is each problem treated as an isolated case?

3. Do those boards that function through policies have these policies written in manuals or guidebooks? Are they recorded in the minutes or are they understood and accepted as a matter of common practice?

4. In board-administrator relationship what is the

degree of delegation of authority and division of responsibility? Are these presently producing optimum efficiency and satisfaction?

5. Do school boards operate as a unit or do they organize themselves into committees which function as sub-units with special responsibilities?

6. If committees are used which of the following types are favored: standing committees; special committees or committee of the whole?

7. Do boards use unitary executive control with a single official responsible for all executive functions or do they employ dual control with the business executive reporting directly to the board independent of the educational administrator?

8. Do boards, through policies and/or actions, indicate concern for:

(a) Student growth and welfare in addition to the provision of adequate accommodation and instruction?

(b) Teacher growth and improvement?

(c) Teacher welfare and satisfaction?

(d) The welfare and satisfaction of non-teaching personnel?

(e) Community opinion and desire?

9. In the preparation for, and conduct of board meet-

ings, what techniques and procedures are employed to produce efficiency? What techniques and procedures may presently be reducing efficiency?

III. NEED FOR THE STUDY

To Determine Effects of Board Operation on Administration

Every phase of education that affects the success of the classroom teaching-learning situation is worthy of serious study. Research is rich in its attempts to improve: instructional methods; the organization and ordering of subject matter; the classification and grouping of students and numerous other aspects of the educational process. It also abounds in studies on supervision, as well as on supervisors and administrators. Since the quality of administrator performance may be extensively determined by the efficiency or inefficiency of school board operation, the details of those operations are of prime concern to educators and should be revealed and evaluated.

To Provide Guidance and to Foster Improvement in Board Operation

In a period of relatively rapid social change it is difficult for members of an organization steeped in provincialism, and to some extent bound by tradition and custom, to be aware of recent developments in practice and procedure. A study which reveals existing practices as well as those approved by authorities enables the layman to make comparisons

which could result in improvement of those aspects of board operation which now contribute to inefficiency. Thus, board members would be provided guidance in appraising or evaluating their own efforts.

To Establish and Define Principles for Superior Board-Administrator Relationships

The recent tendency for school boards of the smaller cities in Saskatchewan to employ a local superintendent indicates that these boards believe there is necessity to improve school administration. With such an appointment it becomes necessary to define clearly the duties and function of this official as well as his relationship to the board. A study of board operation can assemble data which should form the basis of a rational division of authority between the board and superintendent and contribute to a clarification of board delegation. Clarity is desirable for the prevention of conflict between those in possession of authority and among those dependent upon it.

IV. DEFINITION OF TERMS

Board. This term is used to mean board of trustees as defined in the School Act.[6]

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[6]Revised Statutes of Saskatchewan, Chapter 169, 1953, p. 1

Superintendent. The term superintendent designates a locally employed superintendent, the chief executive officer of the school board. Other superintendents are referred to by special titles such as "provincially appointed" or "High School" superintendent.

Maintenance Committee. The maintenance committee is that committee appointed by the board and responsible to the board for the upkeep of the school plant and/or grounds. This term is used instead of such names as Grounds Committee, Property Committee, Building Committee, and the various combinations of these, as employed by boards to designate committees having a somewhat common responsibility. Although, in the official records of the secretary the committee is listed by one of the above names, in conversation many members resort to the term "maintenance".

Secretary. This term is used in reference to the secretary-treasurer of the board and not to the clerical assistant or stenographer.

Administration. The term administration includes the total task or process of co-ordinating all resources necessary for accomplishing the purpose of the institution. Both the supervisory and business aspects are included. However, as the latter may appear to be the major concern of this study it may seem that the term is being used in

the narrower sense. This is not the intent; circumstances make it so.

Administrator. The administrator is that officer employed by the board to co-ordinate all resources, human and material, in the achieving of educational objectives. In some systems he may be the principal or supervising principal. In others he will be the superintendent.

Public School. This term is used to distinguish the elementary school system from those systems organized under the Secondary Education Act, and not as a distinction from the Separate School System, as it is commonly used in other provinces.

V. LIMITATIONS OF THE STUDY

Based on a Study of Three Systems

This study has been limited to a consideration of the organization, function and operation of the boards of the collegiate institutes in the smaller cities of Saskatchewan. Three of the seven systems in this category were studied. It was the opinion of the investigator that by limiting the study to three systems the investigation could be made more intensive and greater consideration could be given to details than if all seven were included. A depth study of one system could lead to generalization based on

an atypical system. If two systems were studied it could be difficult to determine the atypical from the typical. The systems selected were those of Weyburn, Swift Current and Estevan, as these three are in the southern part of the province, and their proximity facilitated the study and reduced the cost of investigation. Further, on inquiry, it was learned in advance that the regular meetings of the collegiate boards in these three centres were being held on the first, fifth and eighth day of the month respectively. Having received permission to attend these meetings the investigator planned to complete the study of all three systems over a period of nine days. This was effected as planned.

The boards studied operate in situations and circumstances sufficiently similar to make comparisons valid and perhaps to indicate the semblance of a pattern. The cities in which these collegiates are located range in population from eight to eleven thousand; the school population consists of from four to five hundred students, in grades nine to twelve inclusive; and the staffs consist of approximately twenty teachers, who, with very few exceptions, have one or more degrees. Other personnel consists of a part-time secretary-treasurer and three or four caretakers. As yet, each of these systems operates just one school plant.

Selection of Administrator Actions

During this survey considerable information with respect to school board operation was obtained from an observation of the administrator in action. Not all of those actions were recorded. Actions that were clearly related to board operation were noted and analyzed while teaching duties and routine office requirements were considered superfluous and non-contributary to the objectives of this study.

Design Developed from American Literature

Due to the dearth of Canadian literature on the subject, the conceptual design which has been developed as a yardstick of board operation for the purpose of this study has been formulated from American literature. While there are minor differences in the school systems of the two countries, it is the conviction of the investigator that the basic principles involved are those of good school administration and that they apply anywhere that requires a combination of sound business principles along with democratic local control. In both countries, the board is the agent, or first principal, of a senior government that possesses final legal authority for the administration of education; in both, school boards have discretionary power to enable them to legislate in favor of majority local desires. Further justification rests on the similarities of

ideals, institutions and culture. The concurrence of opinions and ideals of Americans and Canadians is evident in their expressed aims of education, ideals of personal integrity, acceptance of the democratic principle, as well as in patterns of culture and business organization.

Board Minutes not Analyzed

A study of the recorded minutes of board meetings held over a lengthy period, although it might reveal information pertinent to this study, was not attempted. Such a search would be laborious and confusing. Examples of inconsistencies, reversals of decisions, specific examples of policy formation and of delegation might or might not be detected. Most minutes record only the "bare" decisions, unexplained and unaccompanied by the opinions and reasons expressed in the discussion that led up to the decision. Seldom do they include any indication as to how the idea originated or who should be credited with its initiation. On occasion, actions taken by a committee, in order to make it official, are recorded in the minutes, although the decision was made by a committee and not at a board meeting. There is usually nothing in the minutes to indicate this. In reporting from a study of minutes an investigator would be required to do considerable interpreting without being in possession of the facts that led to the recorded decisions. Thus the rejection of this technique is considered to be warranted.

Interview is Subject to Weakness Inherent in Communication

Communication and interpretation play such a prominent role in interview and observation that unless great care is exercised the value of the study could be limited. One interviewee might report that the board has a policy of giving local firms first consideration in the awarding of contracts. A second might report that excepting for special circumstances contracts are awarded to the lowest bidder. Further questioning or the interviewing of a third party were resorted to as a means of overcoming this limitation.

PREVIEW

Chapter II will provide a description of the procedure used in studying the functions, the organizational structure and details of operational practices as illustrated by the boards selected for this study. The method of reporting the data will also be outlined.

A conceptual design, formulated from, and supported by the opinions and recommendations of recognized authorities in school administration will be presented in Chapter III. Further evidence favoring the acceptance of this design is supplied by reports of studies of existing school systems in which the features of this design are vigorously supported and approved. The consistency with which they are selected, the frequency of their mention and the universality of their

support by authorities of school administration indicate the significance of these features and provides convincing evidence of the desirability for their inclusion in any acceptable design for school administration.

Chapter IV will present in considerable detail the data that has been collected and will provide a description of the actual functioning, organization and operation.

The final chapter will relate these actual practices to those of the conceptual design. Appraisal and criticism will follow.

CHAPTER II

PROCEDURE

As previously stated, the purpose of this study has been to determine the details of school board functioning, organization and operation. In Saskatchewan, this is made particularly difficult by the variation in size as well as by the overlapping of systems in the same area. In addition to the public school there may be a school established by a religious minority group exercising their constitutional right and also a high school operated under the provisions of the Secondary School Act. To increase the complexity, districts established under the latter Act are not necessarily coterminous with either of the first two. Districts may vary from a single one-room rural school to one consisting of seventy-two schools, several of which are multiple room.[1]

These variations and complexities require that stringent limitations be placed on any study that may be made of school board operations in the province of Saskatchewan.

It would be unreasonable to expect a single administrative pattern for school systems so varied in size and complexity. However, in systems with sufficient similarities

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[1]Annual Report, Department of Education of the Province of Saskatchewan (Regina: Queen's Printer, 1959-60), p. 57

the administrative pattern should be revealed through board decisions and actions as well as through the relationships of the board with its personnel and with the public. For this reason, as well as for reasons of practability and economy the present study has been limited to those boards responsible for secondary education in the smaller cities of the province. Seven such systems qualify under this limitation; three of these were selected for this study. Three semi-depth studies were considered preferable to a single depth study so that the possibility of selecting an atypical system would be avoided.

Four of the seven systems are located in northern cities and three in the southern cities of the province. For reasons of convenience and economy it was reasonable to choose either the northern or the southern group. The latter group were selected.

The systems included in the study have many common factors which make them particularly suited to comparison. They are sufficiently similar in community population, student population and number of staff as well as in assessment to invite comparison and to provide similar administrative problems. All were organized as Collegiate Institutes under the provisions of the Secondary School Act of 1907, and in accordance with provincial statute

each board consists of five elected members.[2]

Verification of the need for such a study as well as assurance of support was obtained from the Chief Superintendent of Schools for the province, who further signified his approval by soliciting the co-operation of the school boards included in the study. In direct communication with the chairman of each board and the principal of each school arrangements were made for the investigator to:

1. Interview (a) the chairman; (b) the principal; (c) the secretary; (d) the chief caretaker,

2. Observe (a) the principal during the regular course of his duties for at least one entire day; (b) the secretary for a part of one day's operation,

3. Attend one regular meeting of the board.

The itinerary was arranged to make the investigator's visit coincide with the regular board meeting at each centre.

During the planning stages the investigator was unaware that in two of the centres, Swift Current and Estevan, the local superintendent served as administrator of the collegiate as well as the elementary school system. In both cities the superintendent was the first contact made, and in both his support was generous and valuable.

To determine the nature of the information that would

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[2]Revised Statutes of Saskatchewan, Chapter 164, Section 10, 1940.

be required to analyze the functioning of these boards specific statements of board responsibilities have been drawn from sections of the School Act which deal with duties of the board[3] as well as from certain sections of the Regulations under the School Act.[4]

These duties include the administration of the school system, provision of facilities, regulation with regards to instruction, school management and discipline, provision for the health and welfare of the pupils, and general supervision and control over the schools.

Three techniques were used in the attempt to determine how school boards proceeded to implement action which would perform the functions demanded of them by the School Act and by the Regulations of the Department of Education. These devices were:

(1) An unstructured interview with each of (a) Chairman of the Board (b) Superintendent (c) Principal (d) Secretary-Treasurer (e) Chief Caretaker. These interviews attempted to discover which of the above were responsible for each detail of school administration as determined by a list that had been prepared in advance.

(2) Observation of the administrator in the performance

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[3]Revised Statutes of Saskatchewan, Chapter 169, Section 114, 1953.

[4]Regulations under the School Act and the Secondary Education Act, (Regina: Queen's Printer, 1944)

of his regular duties. This was an attempt to discover evidence that the interview had correctly located the authority for at least some of the items included in the interviews. In the systems employing a local superintendent both principal and superintendent were observed.

(3) Attendance at a regular board meeting and observation of the board in operation. This served the purpose indicated above but revealed much more with respect to techniques and procedures of operation as well as revealing much in the area of human relations.

I. THE INTERVIEWS

In the preparation of an instrument to guide the planned interviews the entire field of school administration was broken down into major areas or fields of administrative activity. The classification adopted consisted of the following divisions:

1. Aims and Objectives
2. Business Management
3. Educational Policies and Instruction
4. Personnel
5. School Plant
6. Construction and Expansion
7. Public Relations

These broad areas were used as headings of detailed lists of items that require decision-making and/or action in the administration of a school system (Appendix A). The one hundred and five items on the guide sheet were provided

from the investigator's experience and association with schools and school boards and was supplemented with items suggested by numerous authorities including Bemis,[5] Reeder,[6] Pritchard,[7] the American Association of School Administrators[8] and A Resource Manual for School Handbooks.[9]

The objective of these interviews was to determine from each interviewee whether, in his opinion, responsibility for each item was determined by (a) board policy, (b) board decision for each individual instance, (c) administrator decision. If the replies indicated either of the latter two, through further questioning, an attempt was made to determine whether the administrator served as adviser to the board or vice-versa. While the interviews were guided by the outline, they could not be considered structured, as questions were not identically worded.

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[5]Maynard Bemis, Boardsmanship, a Guide for the School Board Member, (Stanford, California: Stanford University Press, 1955), pp. 45-67

[6]Ward G. Reeder, School Boards and Superintendents, (New York: The Macmillan Co., 1944), p. 23

[7]George S. Pritchard, Who Dominates Your Schools? American School Board Journal, 128 (June, 1954), p. 30

[8]American Association of School Administrators, School Boards in Action, (Washington, D.C.), pp. 49-51

[9]Western New York School Study Council, Resources Manual for School Handbooks, (Buffalo 14, Cooke Hall--The University of Buffalo, 1959-60), pp. 6-16

II. THE ACTIVITY LOG

An activity log form was prepared with the following headings, (a) Activity Observed, (b) Initiated by, (c) Authority, (d) Comment.

In general, the observer completed only the first column from observation and then interrogated the administrator to determine who was responsible for initiating the action and on what authority he had acted. The object of this part of the study was to determine the matters in which the administrator acted on his own initiative, those in which he was acting under a board policy and those in which a decision of the board had directed his action for an individual situation or circumstance. A survey of the findings aided in establishing how far board control was reaching into administrative detail, and to some extent assisted in establishing the line of demarcation of authority between the board and its executive officers.

III. THE BOARD MEETING

A thirty-item questionnaire was prepared for the guidance of the observer (Appendix A). It was used to ascertain that the observer would not fail to record certain anticipated procedures such as (a) determining whether an order of business was being followed, (b) how the agenda served to guide the meeting, (c) the methods

used to dispose of previous minutes, correspondence and accounts, (d) the methods of handling reports, delegations, etc., (e) the role played by executive officers who were in attendance.

The emphasis, however, was on the actual and not on anticipated procedures. The observer recorded in note form the matters with which the board displayed concern; what decisions were made; how these decisions were arrived at and made official; what action was to result from the decision and how these actions were to be made effective. The observer was provided opportunity to question the board but except for one or two instances he did not take advantage of this offer. It was the opinion of the observer that questions should follow the meeting as any intrusion during the meeting might alter procedure and produce irregularities. The desire of the study was to determine actual procedures.

The three techniques employed in securing data were not used in any fixed sequence but were arranged for the convenience of those being interviewed and to provide a maximum of observation time. Interviews and board meetings were scheduled for evenings and observation sessions during the day. The two-hour interviews were conducted independently and served as cross-checks. This proved to be the most informative of the three techniques. Board meetings

revealed fewer practices and customs but provided the most convincing evidence. Due to lengthy unproductive intervals between the most significant events the observation of the administrator was the least successful of the three techniques. However, it did provide ample opportunity for questioning and for verification of information obtained through the other techniques.

Two principals were observed for one complete school day and one for two days while one superintendent was observed for a half-day and the other was interviewed in his office during which time some administrative directives were issued.

Summaries of the data obtained from these procedures have been prepared and presented in three forms:

1. A brief summary indicates how closely the board adhered to the basic principles recognized as essential to good school administration, (a) the development of policies to guide the administrative function including all aspects of executive action, (b) the converting of those policies to writing, (c) the delegation of the executive function, (d) board action through committee to be exercised in committee of the whole but NOT in standing committee, (e) unit organization of the executive function.

2. A combination verbal-graphical presentation has been used to indicate the location of responsibility for

for the lengthy list of items from the interview guide. This will indicate the items that have been delegated; those for which the board assumes responsibility and over which it exercises authority; those that the board recognize as "belonging" to the administrator; and those that are directed by a board policy.

3. A verbal summary that combines many specific findings into broad areas has been given to describe school board operation in each of the areas. While this verbal account, based on the data obtained through interview and observation, may be somewhat more subjective than the semi-graphical summary, every effort has been made to base the statement on the facts accumulated through research procedure. An attempt has been made to provide answers to the questions asked in the statement of the problem on pages 5 to 7.

CHAPTER III

CONCEPTUAL DESIGN

Before presenting a design for educational administration some consideration should be given to the setting in which the system operates. In Saskatchewan the citizens of the province possess the final control which is exerted through their elected representatives. The provincial legislature by means of the School Act empowers the various school boards to serve as its agent for the purpose of administering education locally. The school board is the agent of the provincial legislature and derives its power from this senior government and not from the ratepayers who elect it and whom it represents in matters of local control and of an extra-legal nature.

To ensure a degree of uniformity and to provide a greater degree of equality of educational opportunity the legislature has established a Department of Education and delegated to it the authority to issue regulations which have the force of law. While many of these regulations govern school board action others directly guide the school administrator and members of the teaching staff.

The courses of study, qualifications of teachers and regulations governing teacher training are issued by the Department and affect, regulate and control the administrator

and his staff directly. Some of these may or may not concern the board. This is illustrated in Figure 1.

To determine existing school board practices and operational procedures a framework was constructed by selecting from professional literature those procedures that are given wide approval. The observed existing practices were then measured by the standards of this framework. To assure practicability and workability of the administrative design, specific school systems, and the studies or surveys related to them, have in a large measure provided the fundamental principles of operation. The Manhassett school system of New York State[1] provides convincing evidence that by delegating the executive function to the chief administrator, then regulating and controlling his actions by written policies, the board has actually increased its control. It has more time for evaluation and has increased the efficiency of the entire system. The Saskatoon[2] and the Batavia[3] surveys support

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[1]School Board Policy-Making in Manhassett, New York, (New London, Conn.: Arthur C. Croft, Publisher, 1957)

[2]Division of Educational Administration, School Administration in Public School District 13, Saskatoon, Saskatchewan, (Edmonton: University of Alberta, April 1961)

[3]Bureau of School Service, The Batavia Survey of Administrative Organization and Staffing (Syracuse University, 1958-59)

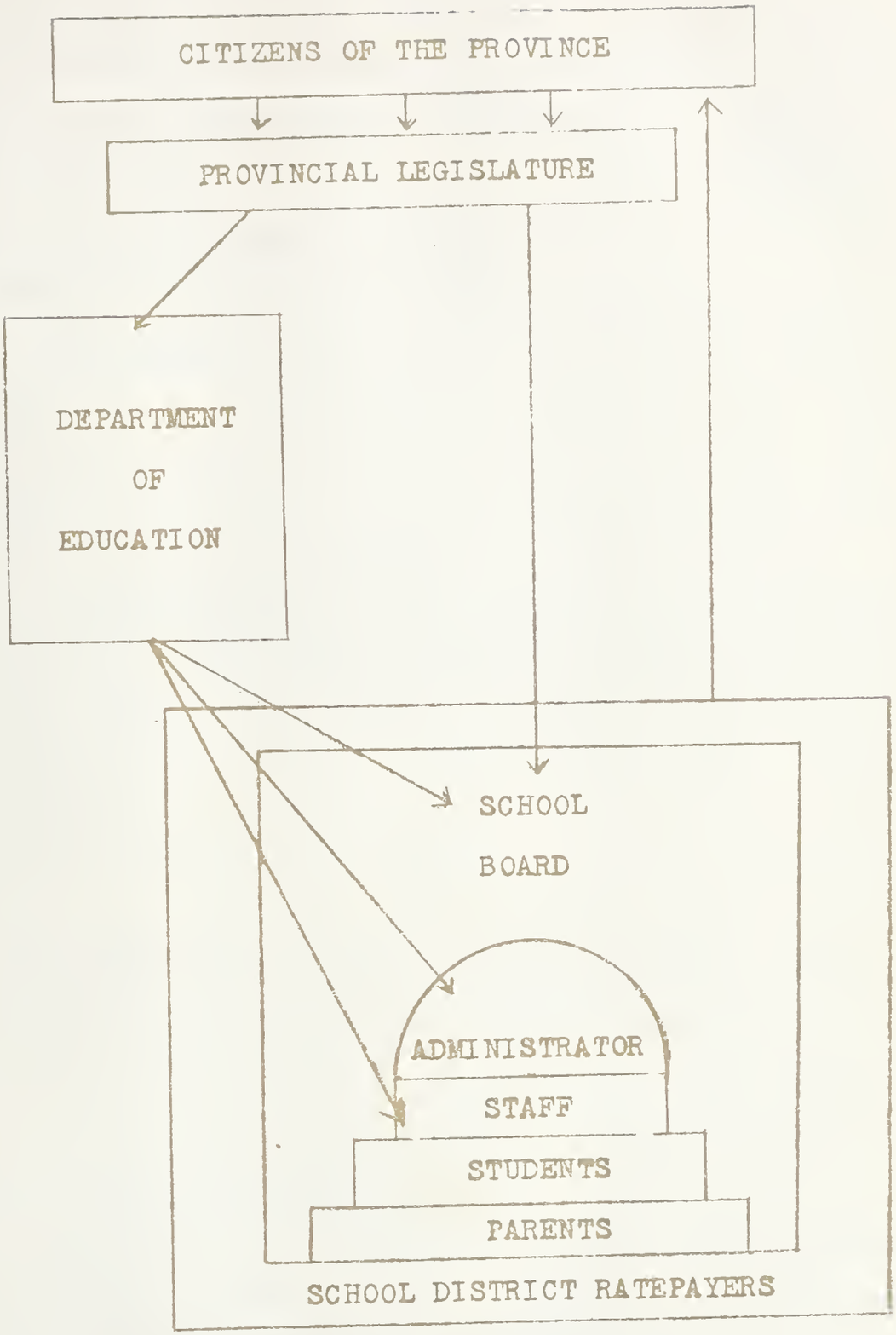

FIGURE 1

THE SOURCE AND DIRECTION OF AUTHORITY IN EDUCATION
IN THE PROVINCE OF SASKATCHEWAN

these principles and others that will be presented presently. They also demonstrate that the fundamental principles of school administration apply, regardless of location, provided that common business procedures and democratic principles of government also apply.

While inefficiency in a school system may be observed from a global consideration, it is usually impossible to detect the cause of that inefficiency unless the operation of the system has been analyzed and broken down into various aspects for purposes of a more intensive study. For the purposes of this survey consideration has been focused on school board functions, organization, and operation. Each of these have been further subdivided as follows:

Functions

The legislative or policy-making function. This major function of school boards is their prime responsibility and is best performed through written policies.

The evaluative function. This function enables boards to determine their success or failure in achieving goals and objectives and provides a method of reconciling legislative intent with executive action.

The judicial function. Boards exercise this function

to establish harmony and understanding among employees and patrons.

The executive function. This function is delegated by boards to their administrator. Difficulty may develop in establishing clearly and distinctly the division of authority between legislative and executive functions.

Organization

Unit organization. Friction among school workers as well as duplication of effort is avoided by the practice of having a single executive officer responsible to the board.

Committees.

(a) Committee of the Whole. This is the approved practice for the solution of major problems.

(b) Special Committees. Special Committees are approved for the handling of emergent or unique situations but not for regular board organization.

(c) Standing Committees. Standing Committees have no distinct function. They produce weaknesses in board operation and are, therefore, not given approval by authorities on administration.

Board Operation

(1) All legal requirements must be fulfilled.

(2) Conduct of meetings must be such that parliamentary procedure is followed, time-saving techniques are used, and mechanics and techniques are efficient and productive.

(3) Concern for human relations must be clearly evident when dealing with both staff and public.

(4) Boards should be guided by well defined educational aims and objectives.

(5) Board interest and concern should include all aspects of educational administration and not restricted areas of special interest. Matters of concern will include (a) aims and objectives of the school, (b) business and management, (c) educational policies and instruction, (d) personnel, (e) school plant, (f) construction and expansion, (g) public relations.

I. FUNCTIONS

The repeated mention by authorities of the Legislative, Evaluative, Judicial and Executive functions of school administration has been a determining factor in the acceptance of this division for the present study.

The Legislative Function

The provincial legislature has made locally elected

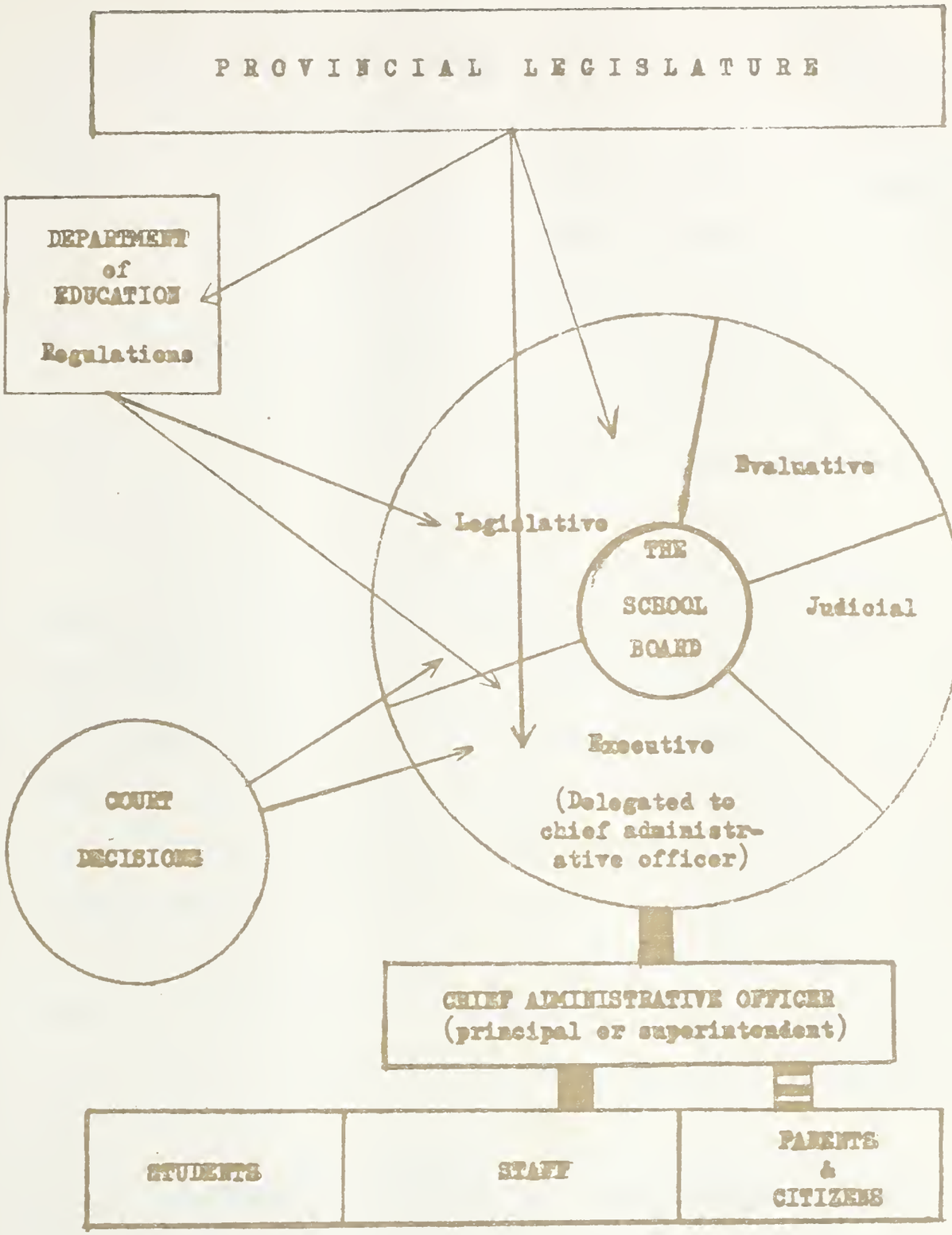

FIGURE 2

SCHOOL BOARD FUNCTIONS

school boards its agents for administering education.[4] In addition to their mandatory duty, boards have been invested with considerable discretionary power. It is further generally accepted that they possess authority to legislate upon matters of purely local concern unless forbidden to do so by law.[5] This latter authority as well as their discretionary power enables the board through legislation to reflect local public opinion in matters affecting the schools. This is achieved by legislating a policy to guide and direct school workers.

The American Association of School Administrators[6] names policy-making and evaluation as the two most important activities of the board. Through legislation the board establishes general policies which determine the scope and quality of the education provided by the system. The policy is a statement of a basic rule or principle which the board agrees should be followed in deciding types of cases or problems. These principles are then used in deciding individual cases when they arise. Every board has policies, scattered through the minutes, among business

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[4] The Revised Statutes, Province of Saskatchewan, Chapter 169, (Regina: The Queen's Printer, 1953)

[5] The Revised Statutes, Province of Saskatchewan, Chapter 169, Section 114-36, (Regina: The Queen's Printer, 1953)

[6] American Association of School Administrators, School Boards in Action, (Washington, D.C., 1946), p. 16

records or among its proposals for the future.[7] The legislating of policies is a board responsibility that cannot be delegated but must be performed by the board itself.[8] Superior policies, more impersonal and rational, result when considered and developed at a time free from crisis.[9]

Legislating through the formation of policy enables the board to retain for the people their control over education and yet grant to a professional executive officer sufficient freedom to render professional service. Davies and Breckell[10] stress the effectiveness of administration through policy as a means of achieving a better understanding of the school program by the public, maintaining and increasing board control with less time and effort, and, at the same time, providing the executive officer with more freedom to use his judgment without reducing the board to the status of a "rubber-stamp".

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[7]Arthur P. Bixby and Eric Hurst, "Preparing those Written Policies can be a Group Responsibility" The Nation's Schools 53, (April, 1954), pp. 81-82.

[8]K. O. Esping, "A Small School With A Big School Board", American School Board Journal, (June, 1953), pp. 23-24

[9]Maynard Bemis, Boardsmanship, A Guide for the School Board Member, (Stanford, California: Stanford University Press, 1955), p. 11.

[10]Daniel R. Davies and Henry M. Brickell, How to Develop School Board Policies and Administrative Regulations, (New London, Conn.: Arthur C. Croft Publications), pp. 51-52.

The need for policy is found in the need for order, stability, continuity, clear purpose and the sense of security and permanence in the conduct of schools. Policy-making takes into account facts, law, educational objectives, and the prevailing culture pattern. It affords a basis for common understanding, which, in turn, provides a foundation for staff morale; and it promises a basis for intelligent planning with built-in controls. With the public it affords a basis for understanding and for judging the schools and provides the soundest possible foundation for proper public relations.[11]

Policy does more than inform, however, it compels by establishing bases for action. Administrative directions must follow the board's policies. Board policies are reflected throughout the system in organization, planning, control and co-ordination. Policies are law--they govern, not only the school staff, but also purposes, program, housing, procedures, records, equipment and supplies.

> Policies are philosophies of education upon which the board has placed its stamp of approval.[12]

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[11]Jesse B. Sears, The Nature of the Administrative Process, (New York: McGraw-Hill Book Co. Inc., 1950), pp. 311-55.

[12]Maurice E. Stapley, "The P.D.Q's of Written Policies for School Boards", The Nation's Schools 54, (December, 1954), p. 50.

Written Policies. Written policies are rapidly becoming common practice. Authorities insist that the administration of schools should be controlled and guided through policies and that the effectiveness of those policies will be increased if they are expressed in writing. Failure to state policies in writing forces board members to rely on memory, an unsatisfactory situation when membership may change, or to search past records for previous decisions that were made under similar circumstances. Written policies serve as guides to action, save much time and avoid the necessity of repeated consideration of numerous problems which may be basically related or even identical. Without them, and acting under pressure or expediency, boards tend to be less consistent and more likely to reverse decisions.[13]

Morphet, Johns and Reller,[14] in speaking of administrative guides, emphasize the inclusion of policy statements that guide the board, the superintendent and other staff in the administration of the schools in the system. They state that such a guide has many advantages. It can be of great value for the orientation of new board members

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[13]Bemis, loc. cit.

[14]Edgar L. Morphet, Roe L. Johns and T. L. Reller, Educational Administration, (Englewood Cliffs, N.J.: Prentice-Hall Inc., 1959), p. 243.

and new staff. It serves to give each party involved a better understanding of his responsibilities and thus lessens misunderstandings. It aids the public in understanding and judging the schools. In the development of such a guide, the authors declare, all who are affected by it should be involved.

Sears[15] maintains that written policies are a means of informing the school staff and the public what the board is trying to accomplish and what it expects of its executives and employees. Stapley[16] says the ideal board will define, after appropriate consideration, the manner in which it will operate. He also says:

> Board members operating under written policies are more likely to adhere to their policy-making and legislative functions, be more tactful and sympathetic to groups of teachers or patrons, exhibit a better understanding of how community groups think and act, show more resistance to pressure groups, are more community conscious, more likely to accept criticism without offence, are better informed, more vigorous in seeking financial support for the schools, and are better equipped to accept modern school methods.[17]

Tuttle[18] lists lack of written policies as one of

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[15]Sears, loc. cit.

[16]Stapley, loc. cit.

[17]Maurice E. Stapley, School Board Studies, (Chicago: Midwest Administration Center, University of Chicago, VI-56), p. 3.

[18]Edward Mowbray Tuttle, School Board Leadership in America, (Danville, Ill.: The Interstate Printers and Publishers, 1958), p. 30.

the seven practices which appear to be "stumbling blocks" to effective school board operation. The Batavia Survey expresses favor for the adoption of written policies for the Batavia School system.[19]

Recommendation No. 8, of the Saskatoon Survey reads: "That the board give increased attention to policy-making and the collection of policies in a register."[20]

Further support for written policies and evidence of their growing acceptance comes from two somewhat similar studies made last year in Nebraska and Virginia respectively.

The first of these found that:

(a) In Nebraska over 80 per cent of the school districts over one thousand in population operate under written school board policies.

(b) Superintendents favored, at the 85 per cent level, having the State Department of Education require that all school systems develop written policies.

(c) Nebraska superintendents function as the executive officers in their respective schools.

(d) Principals and teachers greatly prefer to

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[19]The Batavia Survey, op. cit., pp. 20, 23, 24

[20]School Administration in Public School District 13, op. cit., p. 11

be employed in school systems that operate with written school policies.[21]

The second of these reports found:

(a) The movement toward the adoption of written policies by school systems throughout the nation has gained considerable impetus since 1955.

(b) The functions of the school board and those of the superintendent should be defined in writing to avoid misconception.

(c) The term policies is not synonomous with the term rules and regulations. A failure to differentiate between policies and rules and regulations was characteristic of many manuals throughout the nation.

(d) The prevailing belief among professional educators is that every school system should have written policies.[22]

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[21]Wayne Lambert Riggs, Ed. D., The Utilization, Effectiveness and Improvement of Written School Board Policies, Unpublished Doctoral Dissertation, University of Nebraska Teachers College, 1960, cited in Dissertation Abstracts, Vol. XXI No. 6, December 1960, p. 1444.

[22]Jimmy Magoulas, Ed. D., A Study of the Development of Written School Board Policies in the County and City School Systems of Virginia, University of Virginia, 1960, Dissertation Abstracts, Vol. XXI No 10, April 1961, p. 2964.

Miller [23] reports a study in which 19 groups comprised of 412 persons, of whom 337 were board members and 51 were administrators, from 341 school districts, were involved. Everyone agreed that school board policies should be in written form. Stapley[24] reports that, when measured by fifteen criteria, members of boards which operated in accordance with written policies were significantly more effective than those who acted without written policies. Advantages of written policies as suggested by these studies and by the American Association of School Administrators[25] include:

(a) They serve as a guide to the board as well as to the staff.

(b) They are an effective device for orienting new members of both board and staff.

(c) They remove misunderstanding by clarifying the duties, responsibilities and authority of all personnel.

(d) They increase public support for the schools by assisting the public to get a more complete understanding of the goals and objectives as well as the operation.

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[23]Ben Miller, "Boards of Education and Personnel Policies", American School Board Journal (April, 1953), p. 34.

[24]Maurice E. Stapley, School Board Studies, (Chicago: Midwest Administration Center, University of Chicago, May, 1957), p. 27.

[25]American Association of School Administrators, Written Policies for School Boards, (Washington, D.C., 1955), p. 8-9.

(e) Through consistency of action they eliminate favoritism, improve staff morale and make it easier to obtain new staff.

(f) Efficiency results from the saving in time, effort, money and resources.

(g) Inconsistencies and weaknesses are made more apparent, and their early elimination through the application of special attention is characteristic of boards guided by written policies.

(h) Boards are more likely to adhere to their own function of policy-making and to delegate executive duties.

(i) Boards and administrators are subjected to less criticism and are more likely to accept without offence the criticism that is directed at them.

(j) Boards are better enabled to resist pressure groups.

(k) Boards can become more vigorous in seeking financial and other support for their schools.

(l) Written policies facilitate an orderly review of practice and aid in the evaluation of educational services and programs.

(m) Overzealous board members are constrained and hasty legislation prevented.

(n) The procedure at board meetings becomes more orderly.

(o) Written policies permit continuity during a period of change in personnel, or in board membership.

(p) Board interference in administrative detail is reduced if not eliminated.

(q) Written policies give dignity to the school system.

(r) Written policies help to crystallize thinking and force the board into adopting a philosophy which guides all its decisions, thus producing a consistence, which in turn promotes understanding and confidence among those with whom the board works as well as those whom it represents.

The Evaluative Function

The evaluative function is essential in determining how successful the effort has been in achieving the aims and objectives of the program. It is through this function that improvement results. This is an almost continuous process and must be applied to all phases of the program: the curriculum, instruction, special services, buildings, equipment and board functioning. Also included are evaluations of the proposals and recommendations submitted by the administrator.[26] Evaluation usually takes place periodically following reports from the administrator. Occasionally, however, the board may request the study of a special problem or call for reports from staff specialists or outside consultants.

Reeder uses the term appraisal rather than evaluation and says:

> After legislation has been enacted by the board of education and has been duly executed by the professional experts of the board, the task remains to ascertain how the legislation is working and how well it has been executed.[27]

This would appear to imply that if the execution was not achieving the intent of board policy modification of legislated guidance would be effected.

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[26]James J. Jones and Irving W. Stout, School Public Relations: Issues and cases, (New York: G. P. Putnam's Sons, 1960), p. 32-33.

[27]Ward G. Reeder, The Fundamentals of Public School Administration, (New York: The Macmillan Co., 1958), p. 81.

The Judicial Function

The board may occasionally be called upon to settle disputes and misunderstandings. Employees seek solutions to rival claims, parents appeal against decisions made by the principal, or citizens protest against board policies or decisions. In these and similar situations the board is the final local authority except in matters brought before the local courts. Appeals from board decisions, in many instances, may be made to the Department of Education, the Minister or even the courts. However, school boards can and do settle many problems at the local level and must be prepared to accept this responsibility. Reeder[28] reports a study conducted by Theissen, who found that authorities in the field of school administration agree that a quasijudicial duty is among the proper duties of the board.

The Executive Function

There is strong agreement among authorities on school administration that the board legislates and makes policy but that it takes no active part in executing or administering that policy. Instead, the board appoints an

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[28]Ward G. Reeder, School Boards and Superintendents, (New York: The Macmillan Co. 1944), p. 23, citing W. W. Thiessen, The City Superintendent and the Board of Education, Bureau of Publications, Teachers College, Columbia University, New York.

executive officer, delegates the executive authority to him and holds him responsible.

The opinions of some of these authorities are given below:

> It is necessary to have an understanding with the board that its functions are chiefly policy-making and legislative. The board does not properly assume functions of a professional nature which belong to the administrator. Hence, a clear statement of policy may sometimes be essential in establishing the understandings upon which good working relationships depend. The administrator should not hesitate to suggest such a statement and its adoption by the board. The board legislates and forms policies, but even in these matters it looks to the administrator for professional leadership and advice. The board also has the sole function of employing the superintendent; but, once he has been employed, professional matters, including the nomination of personnel for selection by the board, the overall management and direction of the school system, and the total program of educational planning, rest largely in the hands of the administrator.[29]

> For some years, orthodox theory of educational administration has decreed it to be the function of the school board to legislate and the superintendent to execute. The school board establishes policy and the superintendent administers the policy. It has been rather widely held that faithful adherence to this division of basic responsibility is the major gateway to efficient school administration.[30]

> That a board should stick to policy matters and leave administration to the superintendent it has hired for that job is as obvious as a maxim.[31]

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[29]Douglas E. Lawson, School Administration Procedures and Policies, (New York: Odyssey Press, 1953), pp. 37-38.

[30]Harlan D. Beem, "Developing Written Board Policies" Administrator's Notebook, Vol II, Sept. 1953, No. 1

[31]American Association of School Administration, School Board--Superintendent Relations, p. 25.

> Although school boards possess practically all powers, all progressive boards delegate most of their powers to their professional experts, that is the superintendent and his co-workers, and hold them responsible for efficient performance.
>
> A school board member is most efficient when he does not attempt to run the schools, but sees that they are run efficiently by the employed experts of the board.[32]

In describing the division of labor principle developed by boards and administrators who have worked together successfully, Davies and Hosler[33] and the American Association of School Administrators[34] use the same expression "the board legislates and evaluates and the superintendent executes."

Strayer implies this procedure when he says:

> The most important single duty performed by any board of education is the selection of its chief executive officer. Its second most important task is to hold him responsible for the program which he and the board have worked out together.[35]

In commenting on rules the board should adopt to

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[32]Ward G. Reeder, School Boards and Superintendent, (New York: The Macmillan Co., 1944), p. 22-23.

[33]D. R. Davies and F. W. Hosler, The Challenge of School Board Membership (New York: Cartwell House Inc. 1949) p. 108.

[34]American Association of School Administrators, School Boards in Action, p. 16.

[35]George D. Strayer, A Design for the Administration of Public Education, Educational Administration Monograph No. 1, School of Administration, Stanford University, p. 125.

govern its own procedures he says:

> One of the most important of these rules would recognize the superintendent of schools as the chief executive officer of the board.[36]

The report on a study of the Saskatoon Public School System indicated that the trustees were much too deeply involved in business detail and executive action.

Recommendation No. 1 reads: "That the board withdraw from direct involvement in the executive function and emphasize its legislative and judicial functions."[37]

Recommendation No. 2 directs that the executive function be delegated. It reads: "That the board adopt a bylaw or "internal policy" formalizing its intent to transfer implementation of policies to its staff."[38]

Delegation of the Executive Function is accepted by authorities on school administration to be a desirable practice. Proof of this is provided by Timmons,[39] whose study listed 150 administrative practices and had 100 professors of education from 37 states arrange these

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[36]George D. Strayer, op. cit.

[37]School Administration in Public School District 13, op. cit., p. 3

[38]Ibid.

[39]James H. Timmons, "A Scale Designed to Assess the Relative Importance of School Board Practices" cited in Dissertation Abstracts, Vol 20. 1959-60, p. 4325

practices in eleven groups ranging from "most important" to "least important".

"The board delegates administrative functions to the superintendent of schools" was the item receiving the greatest agreement as being "most important".

Division of Authority should be clearly defined. The area of school administration likely to produce the greatest number of problems is that of separating the executive and legislative functions. Most of the authorities press for a clear cut distinction between the responsibilities that are delegated to the administrator and those retained by the board.

> Such findings indicate the need for a clear statement and understanding of the rights and obligations of the superintendent and school board members in every school system. Such ground rules are needed so that school board members and superintendents will know what their jobs do and do not require and allow them to do."[40]

> There is a good deal of wisdom in a sharp distinction between the board's responsibility as a policy-making body and the superintendent's responsibility as its executive officer. If the board members were to busy themselves with details of management, not only would evenhanded administration of schools be made difficult, but the board would have no time to study major problems of policy and to evaluate results. These are some reasons why the appointment of a superintendent of schools is the most important single

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[40]Neal Gross, Who Runs Our Schools? (New York: John Wiley & Sons, Inc. 1958) p. 139

decision the school board makes.

> It is important for board members and superintendents to keep their separate functions clearly in mind. It is equally important that they work together in complete harmony and good will.[41]

This latter point is important. A clear division of responsibility is difficult to achieve because areas of administration exist where legislation and execution overlap. In those areas it becomes exceedingly easy for either the executive officer or the board to overstep the respective bounds and invade the field of the other. In his advisory capacity the executive officer must restrict himself to recommending policies not making them. Likewise, when the advice of the board is sought in administrative matters, providing specific directions is unwarranted. A workable solution to this "fuzzy" overlapping area can be found through co-operation, understanding, respect, mutual assistance, trust and confidence. In brief, every effort should be made to keep this area as small as possible, to draw the line of demarcation as clearly as possible and then to strive co-operatively for efficiency.

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[41]American Association of School Administrators, School Boards in Action, p. 16

Legislative

The board formulates and adopts policies which serve as "guides to discretionary action".

Example--The board determines the conditions under which non-school groups may use school facilities.

Judicial

The board may be called upon to settle disputes between staff members and to hear appeals from administrator decisions or board policies.

Example--A committee of ratepayers protest against a board decision taken as an economy measure to discontinue home economics courses.

Evaluative

The board must evaluate to determine how well its policies are accomplishing the desired goals; how well the executive is functioning; how effectively the school is achieving its objectives.

Example--The superintendent is asked to report on the use being made of the overhead projector and upon its effectiveness as a teaching device since this was a pilot project and the purchase of more such projectors was contemplated.

Executive

By the performance of this function provincial legislation and Department of Education regulations are effectuated and board policies are translated into action.

Example--On the advice of the administrator the board have decided to introduce driver training as a high school course. The principal takes the necessary action to schedule the classes, appoint instructors, etc.

FIGURE 3

THE QUADRUPLE FUNCTION
OF THE SCHOOL BOARD

II. ORGANIZATION

The Unit Type of Organization

The Unit type of organization is preferred in school administration just as it is in industry and military organization. Reeder[42] declares that unit organization prevents friction and duplication of effort. Strayer says:

> The rules of the board should centre responsibility in a single executive officer. This proposal is opposed to the practice of naming a co-ordinate executive officer, sometimes called business manager or business superintendent. It requires that, however certainly the superintendent of schools may delegate responsibilities, nevertheless all recommendations clear through his office, and in the last analysis he assumes final responsibility for the recommendations made to the board of education.[43]

These and most other authorities would place the superintendent in general charge. Flower[44] and Brown[45] vigorously support the principles of unit control; however, neither would insist that the chief administrator be an educationalist. Indeed Brown implies that he favors a non-educationalist.

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[42]Ward G. Reeder, The Fundamentals of Public School Administration (New York: The Macmillan Co., 1958) p. 71

[43]Strayer, loc. cit.

[44]G. E. Flower, "School Administration Has Come of Age", School Progress XVII (April-May, 1958) pp. 32-33

[45]H. J. A. Brown, "The Business Administrator's Point of View" (Edmonton: Address to CEA Short Course, 1957)

The Division of Educational Administration, University of Alberta, indicates support for unit organization in the following recommendations made to the board following a survey of the Saskatoon Public School System:

> Recommendation 11: That the board consider unit organization as a model towards which it should work.
>
> Recommendation 12: That certain business matters be transferred from the office of the secretary-treasurer to that of the superintendent.[46]

A similar survey team from Syracuse University found unit organization in effect in the Batavia School System and expressed approval:

> There is without question a single administrative head of the school system, the Superintendent of Schools. This is as it should be.[47]

Evidence of the prominence of unit control in school administration is provided by Campbell, who reports that:

> Of 106 school systems surveyed 88 (83%) were administered under unit executive control; 11 (10.4%) under dual control; and 7 systems (6.6%) under multiple executive control.[48]

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[46]The Saskatoon Survey, op. cit.,pp. 15 and 16

[47]The Batavia Survey, op. cit., p. 61

[48]Walter Eugene Campbell, Ed.D., A Study of the Organizational Patterns, Functions, and Responsibilities of the position of Business Administrator in Large City School Systems, Unpublished Doctoral Dissertation, University of Virginia, 1960, cited in Dissertation Abstracts, Vol. XXI No. 8, Feb. 1961

His conclusions were:

(a) The school system should be organized under unit control.

(b) Business and Finance services should be administered under unit control.

(c) The policies and regulations of the school system should be stated in written form.

(d) The school business administrator should have educational training and experience.

(e) Personnel policies should be followed that provide for the welfare of employees.

(f) School business administration should build and maintain good public relations.[49]

Single responsibility for all administration seems to be the desirable form of organization for an institution with singleness of purpose.

Standing Committees

Standing committees produce board weaknesses and should be avoided.

Standing committees are on the decline and the weight of opinion favors a decrease if not an elimination of such committees. Pittenger informs us of this decline.[50] Tuttle lists standing committees as one of seven "stumbling

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[49]Walter Eugene Campbell, op. cit.

[50]Benjamin Floyd Pittenger, Local Public School Administration (New York: McGraw-Hill Book Co. Inc., 1951) p. 88

blocks" to effective school board operation.[51]

Reeder's objection is based on the tendency for standing committees to become involved in the executive function and also in policy promotion. They thus assume responsibility and authority that is primarily the province of the administrator and also usurp some of the authority that can legally be exerted only by the board. He states that there is bound to be a waste of time and of effort due to the overlapping of committee responsibilities. This produces a division rather than a unification of board efforts. He further argues that the executive functions slow down under committee control; that more immediate results are obtained under control by a single executive.[52]

Morphet, Johns and Reller agree with Reeder that many decisions that legally must be made by the board are actually made in committee. In general, such boards are less well informed because functioning through committee prevents a complete consideration of all data by the entire board. Two possible extremes, both undesirable, may be the result of standing committees: (a) with too little

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[51]Edward Mowbray Tuttle, "Some Stumbling Blocks to School Board Effectiveness" American School Board Journal, 126:5 (February 1953)

[52]Reeder, Fundamentals of Public School Administration, 1958, p. 89

consideration the board may "rubber stamp" committee decisions, or (b) detailed committee reports and their consideration detract from the major concern of policy-making. These authors, like Reeder, disapprove of committee participation in administration. They suggest that certain individuals tend to dominate the committee and perhaps the board.[53] It may be but a single step from committee executive action to individual executive action.

Reeves is most vigorously opposed to the use of standing committees and provides evidence that their use is on the decline. Very few boards in smaller places organize such committees and although about one-half of the larger cities still have them the trend is toward their elimination.

Reeves opposes the use of standing committees because there are no distinct functions for such committees to perform. They either assume the board's policy-making function or the superintendent's executive and advisory function. If the first, they ignore the corporate status of the board as established by provincial statute; if the latter, the result is likely confusion, conflict and

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[53]Edgar L. Morphet, Roe L. Johns and T. L. Reller, op. cit, p. 246

duplication, all of which are indicative of inefficiency.[54]

A study of the Saskatoon Public School System revealed weaknesses resulting from the use of standing committees. This prompted Recommendation No. 3, "That standing committees be abolished."[55]

In the Twenty-Fourth Yearbook, the American Association of School Administrators presents what appears to be a consensus with respect to the use of standing committees:

> The board should have one standing committee, the committee of the whole. A great deal of evidence has been chalked up in this country against the usefulness of small standing committees. The conclusions reached on the usefulness of such committees are all but unanimous, namely, that the board impairs its efficiency when it divides its members into committees; and the committee plan certainly makes difficult, if not sometimes impossible, the effective functioning of the superintendent of schools.[56]

Special Committees

Special committees are effective and their use is recommended for the investigation of emergency or unusual developments as well as for the study of unique suggestions, projects or programs. Following its report the committee is discharged and appropriate action taken by the board.

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[54]Reeves, op. cit., pp.123-126

[55]Saskatoon Survey, op. cit., p. 5

[56]American Association of School Administrators, School Boards in Action, p. 40

Seldom is the committee given authority to act for the board. This viewpoint is supported by the survey team who conducted the Saskatoon study as expressed in Recommendation No. 6: "That special committees be used as necessary but with caution."[57]

The Committee of the Whole

The committee of the whole is a common device at all levels of democratic government and its use is quite justifiable, even desirable, for school board procedure. While agreements may be reached in committee they do not have the force of law. To make such decisions official the members must reassemble as a board and adopt a formal motion. The informality of the committee produces better understanding, delicate or personal matters may be probed more deeply and with less embarrassment to persons involved, and, if considered desirable, the public may be excluded.

Support can be found for use of the committee of the whole in the Saskatoon Study:

> Recommendation No. 5: That the board continue to use the committee of the whole, but give further consideration to its specific purpose.[58]

Strayer advocates its use for all major problems.[59]

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[57]Saskatoon Survey, op. cit., p. 9

[58]Saskatoon Survey, ibid.

[59]Strayer, op. cit.

III. BOARD OPERATION

Legal Requirements

The legal requirements of the School Act and of the regulations of the Department of Education must be observed.

Board Meetings

(a) Legal requirements must be adhered to in such matters as quorum, voting procedure, waiver of notice, etc.

(b) The chief administrator (superintendent, principal, etc.) should attend all of every board and committee meeting except those portions when his salary or tenure are the concern of the board.

(c) The agenda is of prime importance in its contribution to the success of board meetings. (1) It should be carefully prepared by the secretary on instructions from either the chief administrative officer or the chairman following a consultation of these two. (2) Copies should be mailed to the members of the board at least forty-eight hours in advance of the meeting. (3) Items requiring action should be grouped, placed early on the agenda, and should be indicated as requiring action. (4) Accompanying the copy of the agenda that is mailed to each board member should be (i) a copy of the minutes of the previous meeting.

This will enable the board member to review what decisions were made and enable the board to accept a motion to adopt the minutes without having to read them at the meeting. (ii) copies of reports and requests with supporting evidence attached. This will save time as well as assist in preventing hasty and ill considered decisions. (5) Correspondence which is treated similarly (e.g. filed) should be grouped and disposed of in a single motion. Approval of accounts is also handled in this manner. (6) Parliamentary procedure should be followed with formal motions and voting in arriving at decisions. Decision by consensus is not in accordance with the School Act and does not provide the executive officer confidence. This is particularly important where a board decision is legally necessary for action to be taken. (7) Personnel should be appointed by the board only by the nomination of the chief administrative officer. If the chief administrative officer is the superintendent he may make the appointment if so authorized by a motion of the board.[60]

General Operations

(a) Educational philosophy and theory as well as instructional policies and trends should receive rather careful board consideration. It is only through a

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[60]Revised Statutes of Saskatchewan, 1954, c. 46, s. 15.

knowledge of these that a board can feel assured that its operational policies support and conform with the aims and objectives of their school system.

(b) Appraisal and evaluation of the entire program should be made periodically. The superintendent will be called upon to report the details of progress, achievement and failure. From these the board should make a comprehensive appraisal.

(c) Boards should utilize knowledge of the staff other than the superintendent or chief executive. This is particularly true with respect to special knowledge such as that pertaining to educational design and specification as applied to buildings, shops, laboratories, etc.

(d) Boards should make positive effort to improve staff morale and satisfaction, and to obtain staff cooperation and assistance in determining those board policies that directly affect the staff.

Public Relations

"The board of education has a legal and moral responsibility to report to the public."[61] This view is strongly supported by Bemis,[62] who makes reference to the Brown Act, which makes reporting a legal requirement.

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[61]Jones and Stout, op. cit., p. 15

[62]Bemis, op. cit., p. 65

In Canada the moral responsibility exists as it does for any elected government body charged with public responsibility. In Saskatchewan the School Act requires specific statements and reports to be given annually.[63]

Public Relations is a responsibility that is shared by the Board and the Administrator and is one that is easily neglected. Every school board should have a policy on how it proposes to keep the public informed of the school activities and program and should provide guides for executive action to achieve this dissemination of information. Frequently, boards neglect the ratepayers except to appeal for support for a money by-law. The schools "belong to the people" and the people, therefore, have a right to know how they are being operated. The public will become informed in any case but frequently by indirect methods that produce undesirable attitudes. It is a more judicious policy, for the promotion of improvement in education, to adopt a positive procedure of assuring that the people of the community become intelligently and completely informed. Familiarity with the work and policy of the school is the best assurance of continuous and rational support. Public apathy is more apparent in school districts where local school authorities neglect

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[63]Revised Statutes of Saskatchewan, 1953, Chapter 169, Section 72.

and ignore the public.

IV. SUMMARY

In the delineation of the foregoing design no attempt has been made to apply statistics to prove the superiority of the practices incorporated. Instead, the overwhelming and consistent acceptance and approval of authorities in school administration have been considered sufficient evidence of their validity. The following outline summarizes the design and will serve as a framework for the study.

Functions

Legislative or policy-making. It is expected that this function will be reserved for the board and that it will be performed at its regular and special meetings. The School Act, by investing the board with local control over education, and by making it a corporate body, decrees that the board shall be the legislative authority.

Evaluative. This function will also be performed by the board and will be based very largely upon the reports submitted to it by the chief administrator. However, it should become a continuous process delving into all aspects of the administrative process including the functioning of the board itself.

Judicial. This will be one of the lesser duties of the board but is a responsibility that cannot be avoided.

Executive. This function will be delegated by the board to its administrative officer. This, the authorities hold to be one of the fundamental principles of effective school administration.

Organization

Unit organization. It is expected that the board will delegate all executive responsibilities to a single executive officer who will be held responsible to the board for the actions of his subordinates.

Committees. The committee of the whole will be used for all committee work except for very special cases. Special committees may be used to investigate special circumstances but will be discharged immediately following the report of the investigation. Standing Committees will NOT be used.

Board Operation

(1) All legal requirements will be fulfilled.

(2) Board meetings will be conducted according to parliamentary procedure and with the use of various devices and techniques that save time, produce efficiency,

and emphasize a consideration of the comprehensive, over-all viewpoint.

(3) Boards will display consideration for human relations in their treatment of staff and patrons.

(4) Since "the schools belong to the people", the board will make efforts to keep the public informed of school program, achievement and plans. This provides the soundest policy for gaining and maintaining the confidence and support of the public in all programs and plans for local effort as well as concern for educational effort at the provincial level.

CHAPTER IV

DATA

In presenting the data an attempt has been made to adhere to the organization depicted in the conceptual design. Although perceptions were frequently global they have been subdivided and the details are presented under the headings employed in describing the conceptual design, namely, Functions, Organization and Operation. In so far as possible, reference is made to each of the seven areas of administrative concern tabulated in the design, but for obvious reasons, the details of these areas are more readily and convincingly reflected through board Operation than they are under Function or Organization. For this reason each item is treated in greater detail in the section under Operation than it is in the other sections.

Board meetings were of special interest. They not only reveal operational techniques and devices but give verification to conclusions formed as a result of interviews. They provide the details which illustrate the functions performed and which establish the type of organization the board has adopted. Board meetings, however, do much more. They reveal the individual character of each board and of its individual members. Here, too, can be detected, better than in any other way, the

board-administrator relationship. For these reasons a separate report is given on board meetings.

Data for each system, as produced by the three techniques described in Chapter II, were combined. Where evidence conflicted, the differences were reconciled with data obtained from another technique or by further questioning. An example can illustrate this: one interviewee believed the policy with respect to services was that the principal had the responsibility to recognize the need and the authority to secure the required service. Another interviewee believed that no policy existed and that the principal would contact the chairman of the board or of the Maintenance Committee, who would take the action considered necessary. While observing the superintendent, the investigator learned that the secretary did not consider that policy existed, since he phoned the superintendent for approval to include a piano-tuning bill in the accounts that were to be placed before the board for authorization of payment. The investigator felt justified in accepting a "no policy" belief with respect to services, since the secretary would have phoned the principal if policy had designated him as the authority responsible for securing these services.

When data from all sources had been combined for each school system the data for the systems were then

combined as presented in Table I. This table is a duplicate of the guide sheet used in the interviews except that one column of the guide sheet has been omitted as it contained only one answer. The column "written or unwritten" with respect to policies showed that the only "written" policy was the one governing the renting of the collegiate auditorium in one of the centres.

For convenience, in Table I the principal is indicated as the initiator of action when any member of the teaching staff did the initiation. The vice-principal, the guidance counsellor, the sports director and shop teachers were particularly active in initiating ideas that were channelled through the principal to the board.

Table I attempts to do two things: first, it indicates those matters of school administration in which there is some evidence that the board operates by an established policy, secondly, it indicates who makes the decision with respect to the indicated topic and whether the decision was influenced by advice or direction. The existence of policy was accepted if personnel indicated its existence or if board members stated that a specific policy was in effect. However, if contrary evidence was detected, further questioning or investigation was used to confirm or deny the existence of policy. The degree of delegation is also indicated by this table. These

two features, existence of policy and extent of delegation of the executive function are the two prime requirements to meet the standards of the accepted conceptual designs.

The following table indicates the specific aspects of administration that were observed to be (1) guided by board policy, (2) determined by the board for a single instance (3) delegated (to the administrator)

TABLE I

EXTENT AND CONTROL OF ADMINISTRATION THROUGH LEGISLATED POLICY AND DEGREE OF DELEGATION OF EXECUTIVE AUTHORITY

AREAS OF ADMINISTRATIVE CONCERN	ACTION OR DECISION		
	INITIATED BY	DETERMINED BY	CHIEF ADVISOR
1. Aims, objectives and philosophy	Superintendent		
2. Business Management			
Accounting (financial)	Secretary	Board Policy	Secretary
Agenda (preparation)	Secretary		
Auditing			Act
Bonding of Employees			Act
Contracts			
Method of calling bids	Committee	Board Policy	Committee
Local Preference	Superintendent	Administrator	Committee
Lowest Bidder		Board	Architect
Insurance			
Amount	Secretary	Board Policy	Secretary
Kinds		Board Policy	
Ordering regular supplies			
Instructional	Principal	Board Policy	Principal
Operational	Caretaker	Board Policy	Caretaker
Specific Departments (shop, etc.)	Principal	Board Policy	Principal
Approves Accounts for authorization	Principal	Board Policy	Committee
Purchase of Special Equipment	Principal	Board	Committee
Services (piano tuning, etc.)	Principal	Board	Principal
Tuition Fees			
Non-resident		Board Policy	
Other (Commercial, shop)	Principal	Board Policy	

TABLE I (Continued)

AREAS OF ADMINISTRATIVE CONCERN	INITIATED BY	ACTION OR DECISION DETERMINED BY	CHIEF ADVISOR
3. Educational & Instructional			
Accounting (pupil records)	Principal	Administrator	Dept. of Education
Achievement standards	Principal	Administrator	
Athletics			
Eligibility	Principal	Administrator	
Participation (limitations)	Principal	Administrator	
Equipment and supplies	Principal	Board Policy	Principal
Attendance			
Non-Resident		Board Policy	
Irregularity	Principal	Administrator	
Complaints re school program		(a)	
Curriculum			
Dropping subjects, courses, etc.	Principal	Administrator	
Number of subjects carried	Principal	Administrator	
Options to be offered	Principal	Administrator (b)	
Free choice or prescribed program	Principal	Administrator	
Extra curriculum activities			
Determine and limit program	Principal	Administrator	
Limiting pupil participation	Principal	Administrator	
Supervision	Principal	Board Policy & Administrator	
Financing	Principal	Board	
Discipline and Pupil Conduct			
General policy and practice	Principal	Administrator	
Damage to property	Principal	Administrator	
Smoking	Principal	Administrator	
Detention (uses & exceptions)	Principal	Administrator	

(a) Inconclusive evidence (b) Except shop classes

TABLE I (Continued)

AREAS OF ADMINISTRATIVE CONCERN	ACTION OR DECISION INITIATED BY	DETERMINED BY	CHIEF ADVISOR
Attire	Principal	Board Policy & Administrator	
Laggards		Board Policy (c)	
Student diseases & epidemics	Principal		School Act
Evaluation of Educational program	Board	Board Policy	Superintendent
Examinations			
Number per year	Principal	Administrator	
Type and kind	Principal	Administrator	
Supervision	Principal	Administrator	
Field trips and excursions	Principal or Superintendent	Board	
Fire Drill	Principal	Administrator	
Free Material & Propagana	Principal	Board Policy	Board
Grouping of Students	Principal	Administrator	Superintendent
Health Service Provisions	Superintendent		Health Region
Homework	Principal	Administrator	
Promotion Policy	Principal	Administrator	
Size of Classes	Principal	Board	
Reports to Parents	Principal	Administrator	
Social Functions	Principal	Board Policy	
Testing Program (I.Q., Occupational)	Principal or Superintendent	Administrator	
Text Book Provision			
Noon hour supervision	Principal	Board Policy & Administrator	
Student Phone Service	Principal	Board Policy	

(c) A laggard policy was established in one system and was under consideration in another.

TABLE I (Continued)

AREAS OF ADMINISTRATIVE CONCERN	INITIATED BY	ACTION OR DECISION DETERMINED BY	CHIEF ADVISOR
4. Personnel			
A. Teachers			
Absence from work	Principal		
Attendance at workshops, conventions	Principal	Board Policy	
Complaints from Parents	Principal or Superintendent	Board	
Health Certificates (x-ray for T.B. etc.)	Principal or Superintendent		
In-service training	Principal or Superintendent	Board	Superintendent
Dismissals	Principal or Superintendent	Board	Principal or Superintendent
Sabbatical Leave		(d)	
Selection of new staff members			
Staff and job analysis	Principal	Administrator	
Recruiting	Principal & Superintendent	Administrator	
Reviewing of Credentials	Principal & Superintendent	Administrator	
Interviewing	Principal	Administrator	
Sick Leave		Board Policy	
Smoking	Principal	Administrator	
Substitute Teachers	Principal or Superintendent	Board Policy	
Time and manner of payment			Act
Tutoring			
Welfare		(d)	

(d) One board had clauses in the salary schedule providing for sabbatical leave and for scholarships.

TABLE I (Continued)

AREAS OF ADMINISTRATIVE CONCERN	ACTION OR DECISION INITIATED BY	DETERMINED BY	CHIEF ADVISOR
B. Non-certificated personnel			
Selection	Caretaker & Principal	Board	Caretaker & Principal
Assignment of Duties	Caretaker & Principal	Administrator	
Hours of labor	Caretaker		
Time and Manner of Payment			Union
Sick or absent from work	Caretaker or Principal	Administrator	
Smoking			
Welfare			
Holidays	Caretaker	Board	Caretaker & Principal
Reports re work, problems, etc.	Principal		
Evaluation	Principal	Board	Principal
5. School Plant			
Maintenance & Minor repairs	Principal	Board	Principal or Committee
Major repairs & Renovations	Committee	Board	Committee
Operation of Plant	Caretaker	Board	Committee
Inventory of Supplies & Equipment	Caretaker		
Use of School plant by non-school	Principal	Board Policy	Committee
Use of school grounds & facilities	Principal	Board Policy & Administrator	
Sunday use of grounds or plant		Board Policy	
Rental Rates Scale established	Secretary	(e)	
Booking agent for use of facilities	Principal	Board Policy	Committee
Lending School Equipment		Board Policy	

(e) All three systems had stated rates of rent but these were frequently altered by board decision with respect to the individual application.

TABLE I (Continued)

AREAS OF ADMINISTRATIVE CONCERN	INITIATED BY	ACTION OR DECISION DETERMINED BY	CHIEF ADVISOR
6. Public Relations			
General Policy	Principal	(f)	
Acquainting Public re School	Principal	Board Policy	
Orientation of new staff members	Principal	Board	Principal
Speaking to clubs and groups	Superintendent	Administrator	
Promotion of money bylaws	Board & Principal	Board Policy	Principal
Delegations to the Board	Secretary	Board Policy	
Petitions		(f)	
Complaints			
Re child progress & treatment	Board	Board	
Citizens re student conduct			
7. Expansion			
Determining need for	Principal Superintendent	Board	Principal & Superintendent
Determining educational specification	Principal & Superintendent	Board	Principal & Superintendent
Additions and new buildings	Principal & Superintendent	Board	Principal & Superintendent
Selection of new building sites	Planning Commission	Board Policy	Planning Commission

(f) Only one system had a general policy of public relations as well as for handling petitions from the public.

I. FUNCTIONS

Legislative

Generally speaking the three boards observed in this study legislated with respect to the specific case and had relatively few established policies. The vast majority of matters of board concern were dealt with in the light of circumstances of the time and would be reconsidered should they arise again. However, to state that these boards legislate for expediency only would be erroneous and unjust. In some areas of board "interest" they have established specific practices which tend to govern their action or decision in succeeding instances. This consistency has misled some board members to believe that they have, in general, operated through established policy. However, they have been sufficiently consistent to establish a sense of security and confidence among their paid employees. Superintendent, principal and secretary were able to predict board decisions with reasonable accuracy.

The following examples are cited to illustrate the areas of board responsibility in which the legislative function is performed and controlled through policy and those areas where policy does not exist.

In the area of business management and plant operation all boards had several specific policies

established by custom. All three boards had legislated specific policies governing the rental of the collegiate auditorium, and all three by practice had a policy of carrying sufficient fire insurance for replacement value. One board, desirous of making a major repair, had requested four local firms to bid on the job. On further investigation it was learned that this procedure had developed into an established custom. It was considered by the investigator that for major repairs this collegiate board has a policy of having such work done by contract and that it also has a policy of giving preference to local firms.

On occasion the board was guided into establishing policy where none existed or when they were concerned with an immediate situation which was certain to recur. One board had previously negotiated a clause in the salary schedule for teachers by which the board reserved the right to give financial assistance to a teacher taking a summer school class. Since an application had been received it became necessary for the board to determine the extent of the assistance it would grant. After giving careful consideration to the application the board was prepared to grant $250. since the class was being taken at McGill University and the cost, including travel, would be high. On a suggestion of the secretary, who pointed out that this would be a recurring problem, and that once

having granted this amount future applicants would expect a similar grant, the board revised the decision in such a way as to establish a policy to govern future awards (Appendix B).

The aims, objectives and philosophy of education did not receive the attention of any of the boards while educational policies and instructional procedures fared but little better. There appeared to be little specific board concern over these aspects of the total administrative effort. The boards all seem to rely entirely on the administrative officer to make the decisions with respect to these phases of the program. On questioning, the chairmen of each system indicated that these matters were considered to be the realm of the superintendent or principal and that the board was guided by a general policy of non-interference. From an external point of view this situation appears to be the result of indifference. However, indifference is foreign to men and women who display such vigor, enthusiasm, and conscientious concern for most other areas of administrative concern. Three factors did bring about board consideration of the educational policy and of the instructional program. These were financial effects, strong public criticism and an appeal from the administrator for advice or support. Equipment and instructional supplies per se were not

considered to be a concern of the board but became so in the exercise of budgetary control. Considerable criticism had been expressed with respect to the quality of instruction on the use of the trampoline in one system. This resulted in a board member intimating that its use should perhaps be severely restricted. However, the principal's explanation that the degree of supervision would be increased if the number of other activities were reduced seemed to be satisfactory and no board action was taken. Two boards had established policies restricting the attire of students. This had been done at the request of, and to strengthen the hand of, the principal and to direct criticism away from the staff. For the same reason one board had a laggard policy and another was giving consideration to the adoption of such a policy.

Conflict and confusion exist in several areas. In these areas it becomes difficult to determine whether boards exercise control through legislation of policy or legislation for expediency. On the matter of "complaints re school program" the investigator was unable to decide whether board policy existed. Of eight persons interviewed five felt that the board acted according to policy but there was one interviewee in each system that believed no policy existed and that each complaint would be dealt with as it arose and in a manner that seemed appropriate

at that time. While mild criticisms had been levied in the past there appeared to be no recent occurrence that could provide conclusive evidence. In the system where the complaints re the use of the trampoline occurred it was considered by two interviewees that it was board policy to refer complaints to the chairman for investigation. However, a board member reported directly to the board meeting and the chairman appeared to have no previous knowledge of the complaint. In another system where the indication was that the board policy declared that complaints "must be definite" it was learned and confirmed from several sources that the extremely fluid communication kept the administrator well informed of rumors of complaints and board members informed of developments that could lead to complaints. In view of some positive evidence indicating both existence and non-existence of policy it is considered judicious to suspend judgment.

Policy with respect to discipline was generally favored only as support for administrative regulations and thus to ease the task of enforcement.

None of the three boards had formed a policy with respect to smoking by students. To date all rely on administrative regulations. One board member felt that the general board policy of support for administrative regulations could be interpreted as a board policy forbidding

smoking on school property. On the request of the principal one board was in the process of considering the formation of a policy on smoking by students. The meeting authorized the principal to arrange for a future meeting with the high school superintendent, the provincially appointed public school superintendent, along with board representation, to consider the adoption of such a policy as well as the adoption of a laggard policy.

A somewhat surprising discovery was that all three boards had definite policies expressing opposition to the use of free material if it (1) contained controversial matter, (2) was considered to be propaganda, (3) served as advertising. In most instances the principal and the superintendent were authorized to determine what free material was acceptable. The gift of a large wall clock for use in the auditorium, but bearing the advertising of a local jeweller was rejected, literature on the co-operative movement was accepted for use after being referred to the board for approval, book covers bearing the advertising of a well-known Canadian banking firm were distributed for student use.

In summary, the boards observed in this study do not operate under general policies but decide most issues as individual cases. However, there are several policies of a general nature to regulate certain aspects of the

business management and plant operation, but few in the areas of objectives and of instruction unless it be one of non-interference. In several areas, while there appeared to be some evidence of policy existing, positive proof was lacking. For example with respect to teacher attendance at conventions (outside the superintendency) as well as workshops and conferences, there appeared to be considerable difference of opinion among both board members and staff. The majority of opinions gathered from one staff indicated that there would be little difficulty in obtaining permission to attend such gatherings, majority opinion on two staffs indicated board opposition would be expected. Budget controls and concern for public criticism on occasion draw the board into areas of administration considered by board members to be the responsibility of the administrator.

Written policies are non-existent. The only exception to this was the policy which controlled the rental of accommodation to non-school groups. Policies regulated the rental of the school auditorium in each centre. One system had expressed the policy in writing and had supplied copies to the individuals who served as booking agents.

Evaluative

The following general impression of the evaluative process was indicated. The principal evaluates the work of the caretaking staff while the principal and superintendent jointly evaluate the work of the teaching staff and appraise the success of the educational program. The superintendent periodically reports to the board and is questioned by the members. These reports are usually quite specific in nature and refer to the quality of the work done by a particular teacher or to the percentage of passes and failures. The investigator found little evidence to indicate that boards had sessions of comprehensive appraisals of the entire program in the light of specific aims and objectives. Nor was there evidence of appraisal of the role of the board in that program.

Judicial

At none of the meetings attended was there action or decision that could be considered judicial as the term is defined in this study. The action coming closest to this definition was the assessing of the merits of the applicants for the summer school scholarships.

Executive

All boards observed were deeply involved in executive

functions. Standing committees, established to perform executive functions, have been retained even where superintendents have been employed. Evidence indicates a tendency to delegate executive authority in certain areas of administration but not in others. Maximum delegation exists in the area of instruction. As stated previously, it is doubtful if delegation is the appropriate term, since most boards appear to consider this area as "belonging" to the administrator and are guided largely by a policy of non-interference. Delegation has been extended to a considerable degree in the area of personnel, and there are slight evidences of it in the area of business management. The principal and superintendent now play a dominant role in teacher selection. One board has passed a resolution authorizing the superintendent to perform the function of the board in this respect.[1] They, with the chief caretaker, also play a part in the securing of non-teaching personnel but here in all cases the final decision has been reserved for the board. The principal receives the requisition for supplies from his staff members, consolidates these and submits the requisition to the board or to the superintendent. The superintendent serves in an advisory capacity for the entire budget preparation.

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[1]Revised Statutes of the Province of Saskatchewan, 1954, Chapter 46, Section 15 (216).

Once the budget has been prepared these two officers have the delegated authority to make purchases within the limits of the budget, although there are usually specific procedures to be followed. For example, in one system, all such purchases must go through the purchasing agent and in another all orders must be signed by the secretary. Thus, in only one of the systems observed, was the administrator's purchasing limited only by the budget. In two systems a second officer, purchasing agent or secretary, were delegated authority which enabled them to restrict the purchasing authority of the administrator. In most areas, however, the executive functions have not been delegated, instead they are placed in control of standing committees.

The following summary indicates approximately the degree of delegation in the various areas of administration:

A. Little or no delegation
   1. Finance
   2. Grounds and property
   3. Maintenance

B. Some delegation
   1. The purchases of supplies and the authorization of minor services
      (a) One board has made its secretary the pur-

chasing agent. All purchases, except very minor ones made by the principal or chief caretaker, must be made through or by the purchasing agent.

(b) Another board uses a triplicate requisition form. Any school worker may requisition goods by signing this form, which becomes a valid order for goods when signed by the principal to verify the necessity and by the secretary to indicate that the budget for that purpose has not been exceeded (Appendix B).

(c) The third board has structured a three level purchase procedure. For small items any school employee may purchase, but is required to sign the counter slip. For moderate purchases the principal or superintendent has purchasing authority. Large purchases are made only by placing the request before the board except when the need is considered urgent. In these cases the superintendent may make the purchase by securing authorization from the chairman of the board.

2. Approval of accounts. One board accepts the accounts that are approved by the secretary

and the chairman of the finance committee. Another has the accounts approved by the superintendent and then at the meeting two members of the finance committee add their approval before payment is authorized.

3. Recruiting and interviewing applicants for staff positions. Two boards leave the recruiting, interviewing and selection of candidates for teaching positions to the principal and superintendent. One of these has invested the superintendent with authority to make staff appointments. The third board usually has one or more of its members act with the principal in the interviewing. Dismissals are usually initiated by the principal and superintendent but one board reported making a dismissal without this advice.

C. Almost Complete Delegation

1. Instruction and Supervision of Instruction. Boards consider these areas as "belonging" to the administrator and follow an understood policy of non-interference except when felt compelled to do so because of public criticism, financial limitations or at the request of the administrator.

2. Curriculum and Program. Boards do determine whether or not shop and commercial subjects will be included in the program. This is probably because of the expenditure involved, since the only board control exercised over other curricular offerings were those of the budget. Thus, unless the budget was affected the curriculum was left entirely to the administrator, guided by the regulations and courses of study provided by the Department of Education.
3. Discipline and Pupil Conduct. Discipline and pupil conduct are left largely to the administrator. However, controls are exerted by board policy in certain areas. Two boards consider that they have a policy requiring all extra curricular activities to be teacher supervised. In one of these systems the staff supervise these activities from a sense of duty and consider the practice an administrative rule with which they are in accord. The outcome is the same but board and staff differ as to the source of origin. The third board do not claim to have made this supervision a policy but declare they would adopt such

a policy if these activities were not supervised.

Two of the systems have noon hour supervision. One of these pays one dollar and fifty cents per day to the supervisor. The principal and staff work out the supervision schedule. In the other system, noon hour supervision was staff initiated but the board have now come to look upon it as board policy.

A similar practice exists with respect to attire. Two systems have restrictions on the attire of girls which forbids the wearing of "spike heels" or of "jeans". In one system this was staff initiated, in the other the board adopted the ruling.

One system has adopted a specific laggard policy, a second is at present considering such a policy while the third have no such policy but rely upon the principal to suspend those guilty of "habitual neglect of duty"[2] and to decide each case individually. At the meeting attended by the observer this board confirmed the temporary suspension of four

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[2]Revised Statutes of Saskatchewan, 1953, Chapter 169, Section 114 (42).

students for "opposition to authority and other conduct injurious to the moral tone or well being of the school".

All three systems have administrative regulations requiring a student to pay for property wilfully damaged. One chairman considered this to be board policy.

In the area of discipline and student conduct it would appear that current practices develop from administrator initiated regulations that meet with general approval. Boards eventually look upon these as board policy. Since there is general acceptance and approval the end result is the same. However, some confusion does exist and this seems to be an area where some clarification should be attempted.

4. Use of School Facilities by non-school Groups. Except for one minor weakness this was one of the consistently best managed areas in all three systems. The weakness was simply that in an already flexible scale of rates the board granted so many concessions to various groups that the rental agent was repeatedly forced to refer to the board despite the authority delegated to him. All systems had

clearly stated rental policies and have designated rental agents, in the final analysis, the principal.

Rental agents were respectively: (a) the principal, (b) the principal and secretary, (c) a committee composed of secretary, chairman of the board and principal. Because the school program is given consideration when renting the auditorium, the secretary in the one case confers with the principal. In the other, the committee members refer the applicant to the principal.

D. Areas where the executive authority has not been delegated but where board decisions are based on plans that have been developed with the cooperation of the staff.

1. The planning of school buildings. Contrary to the findings of Abbot,[3] in all three systems observed, there was positive evidence that the principal and superintendent play a major role in providing the information upon which board decisions with respect to the

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[3]Max Abbot, "Values and Value Perceptions in Superintendent-School Board Relationships", Administrator's Notebook, IX:No. 4, December 1960.

building program are based. Facts and figures were provided on enrolment and enrolment trends, on multiple and flexible use of classrooms and equipment, on current trends in structure as well as other information that enabled the board to clarify its thinking with respect to construction. In one system, where the main topic of concern at the board meeting was the building program, the board had arranged for officials from the Department of Education to be present in an advisory capacity. This meeting was preceded by a meeting of the principal, the superintendent and certain members of the teaching staff who provided diagrams and explanations to accompany the proposals they had to offer. These proposals and accompanying diagrams were presented to the board meeting by the principal.

2. Budgeting. While the superintendent does not possess authority with respect to budgeting he does exert an influence over it. It is general practice for staff members to provide the principal with a list of required materials and supplies. The principal consolidates these lists and presents or has them presented

during the preparation of the annual budget. The superintendent serves in an advisory capacity.

3. Public Relations. One of the school systems observed had a positive and what appeared to be an effective public relations program which deeply involved both the administrative staff and the board members. It is very difficult to give credit for a good public relations program to the most deserving persons because by the time the observer recognizes the quality of the program the board members and the professional staff are deeply involved and have developed such teamwork that neither the originating nor the perpetuating forces can be discerned. Factors observed, and believed by the investigator to be the result of, or contributory to, this very commendable program were:

   (a) the number of locally donated scholarships and bursaries were approximately double the number in the other systems. This collegiate listed sixteen scholarships and bursaries ranging in value from $100. to $300. as well as a like number of lesser awards ranging from $10. to $50. each.

(b) More of the social and cultural activities, such as the library and the museum, were in some way associated with the collegiate. In this particular city both these institutions were housed in the same or adjacent buildings, the same caretaking staff served two or more of these institutions, and teaching staff were directors on the boards of the other institutions.

(c) Members of the teaching staff were associated, through membership, with an excessively large number of organizations and were frequently in executive positions. This included city council, service clubs, fraternities as well as cultural and sports organizations.

(d) The board displayed confidence that they enjoyed the support of the public. This confidence was expressed by the chairman in reference to the building program. He felt positive that whether the decision was in favor of an extension or a new collegiate, public support for the money by-law would be forthcoming. The observer read an editorial in the local press the evening prior to this

meeting, in which the editor depicted the need for additional accommodation, expressed confidence in the board and faith in public support for the required by-law. This support was convincingly displayed at the polls on November 1, when the ratepayers by a large majority supported a money by-law for the purpose of building a new eighteen room collegiate.

(e) The division of responsibility in such a system of public relations seems to be clearly defined. The announcement by the board chairman that the principal would release to press and radio the staff resignations and replacements while he would accept the task of providing information with respect to building plans seemed to be what members expected. The announcement merely served to advise them that provision of these items of information was being attended to. That the press expected news releases was clearly indicated by phone calls from the editor the next morning.

(f) The unanimity of the separate responses of chairman, principal and superintendent

made it convincingly clear that complaints regarding the school program as well as those against individual teachers were almost negligible.

(g) The superintendent was subjected to an unusually heavy program of speeches and reports.

(h) This particular system had regular weekly press reports andradio programs as well as monthly television programs.

As indicated below the authority for decision-making in instructional and related matters is delegated to the administrator while matters of finance and business management are retained for board decision.

TABLE II

DIVISION OF THE DECISION-MAKING AUTHORITY
IN THREE SASKATCHEWAN SCHOOL SYSTEMS

ADMINISTRATOR DECISIONS		BOARD OR BOARD COMMITTEE DECISIONS	
with little or no local control	with some board direction	advised by secretary-treasurer or administrator	with little or no advice
Aims and goals	Public Relations	Finances	Provision and maintenance of facilities
Instruction	Personnel	Budget	
Curriculum	Extra Curricular Activities	Insurance	Rentals
Reporting to Parents		Accounts	Tuition Fees
Student Records		Business Management	
Achievement Standards		Purchases	
		Contracts	
		Equipment	
		Services	

Figure 4 presents graphically the division of executive authority indicated on the previous page.

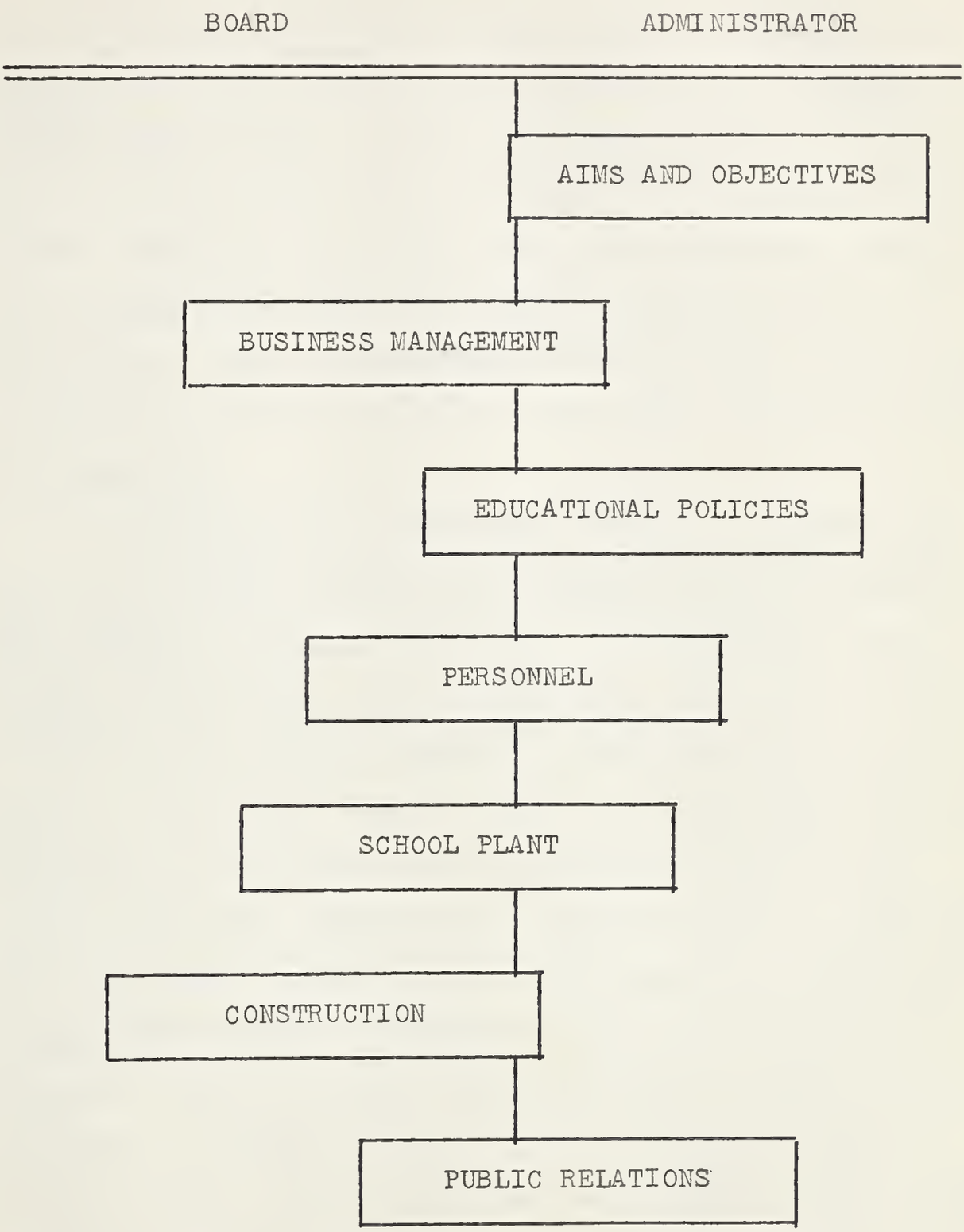

FIGURE 4

DIVISION OF EXECUTIVE AUTHORITY
IN SCHOOL ADMINISTRATION

II. ORGANIZATION

A unique feature of school boards in Weyburn, Estevan and Swift Current, when compared to the larger Saskatchewan cities, is that the same individuals serve on two school boards, the collegiate and the public school board. Because they operate under two provincial acts it is necessary that there be separate ballots at the civic elections. Such an arrangement provides close co-operation between the boards as well as a few rather unusual features in operation.

At Weyburn the boards have different chairmen and it is not unusual during the collegiate board meeting for the chairman to refer some point to the chairman of the public school board for consideration. It is also necessary to decide matters somewhat conditionally until approval of the other board is obtained. An example was the hiring of an assistant to the collegiate librarian who would serve part time in that capacity as well as librarian for the public school system. The matter was somewhat more complicated by the fact that the boards had negotiated salaries with two groups of teachers and the salary scales differed. A teacher with a degree, if hired by the collegiate board, serving part time on the public school staff would be paid a higher salary than a degree teacher on the public school staff. A committee chairman or an individual

investigating most situations would likely become involved in matters of both boards. The chairman of the collegiate board reported that he had investigated the use and price of gas incinerators and had requested a report from the Saskatchewan Power Corporation for the needs of both school systems.

At Estevan four members serve on both boards. Due, perhaps, to the fact that Roman Catholic Separate School supporters have a vote in elections for collegiate board members but not for members of the public school, one candidate won the position on the public school board but not on the collegiate board. Both meetings are held on the same date. When the collegiate board meeting is completed one member leaves, a new one takes his place and the same chairman opens the public school board meeting.

Swift Current is the largest of the three centres and by statute[4] the public school board is entitled to a membership of seven. This does not apply to the collegiate operating under the Secondary Education Act. Therefore five members constituting the collegiate board are joined by two others to form the public school board. Since there is a quorum of the public school board present at each collegiate board meeting it is possible to hold a

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[4]Revised Statutes of Saskatchewan, 1953, Chapter 169, Section 101.

brief meeting "within a meeting" as was done at the collegiate board meeting observed. During a lull in procedure while certain plans were being studied, the two superintendents, locally employed and provincially employed, had the members of the public school board present determine the closing hour of school and what credit would be given for attendance for students participating in a civic parade that would be staged on the day that school closed for the term.

Unit Executive Control

Unit organization does not exist in any of the school systems observed. Executive authority was divided among the administrator, the secretary and the several committees of the board. In general, a committee member may authorize expenditures not exceeding one hundred dollars without prior approval of the board. The secretary is responsible directly to the board and not through the administrator.

Committee Organization

Standing Committees. Standing committees are extensively used by all three boards and result in each board being extensively involved in executive action. Boards divided their membership among three or four committees, each comprised of two or three members. Common

to all boards were a Finance Committee and a Maintenance Committee, although the latter was known by various names. Each board also had one or more other committees; School Management Committee in one case, and Education Committee in another, were the names applied to committees that might be expected to become involved in matters of educational policies and practices as well as having concern for instruction. These were the least active of the committees and neither of these reported at the meetings that were attended by the investigator. The principal and the superintendent appear to be performing in a manner that requires little attention from these committees. The existence of the latter mentioned committee indicates that it was the intention of the board to exert greater control over the educational and instructional phases of administration than is now exercised. Such control would be contrary to the expressed belief that educational policy and instructional procedures are the responsibility of the administrator. In the light of this stated belief there appears to be little need for such a committee. Reports of the administrators are given directly to the board and not to the committee.

One board had a Sports Committee. Its function appeared to be largely twofold: (a) arranging and making provision for physical factors such as grounds and

transportation and (b) presenting the proposals of the school sports program to the board. This latter function served chiefly to obtain board financial support for the program planned by the athletic director and the staff and was not unlike the chairman of the finance committee approving the accounts prior to the board authorization of payment. One board had a Salary Negotiation Committee rather than have the entire board negotiate with the teachers. This committee consisted of three members of the board plus one non-board member as permitted by the statutes providing for negotiation.[5] Only one board by specific reference made the chairman an ex-officio member of all committees.

Weyburn:

Grounds and Buildings (two members)

Sports (two members)

Finance (three members)

Negotiation (three plus one non-board member)

Swift Current:

Grounds

Maintenance

Education

Finance

(chairman ex-officio member of all committees)

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[5]The Teachers' Salary Negotiation Act, Revised Statutes of Saskatchewan, 1953, c. 184, s. 4(3), p. 3057

Estevan:

Property

School Management

Finance

Finance was one of the more active committees in all three centres. In one, the members of this committee along with the secretary prepared the budget. In all, one or more members of this committee approved the accounts prior to board authorization of payment. In all systems this committee exerted influence and control over all other committees and personnel since it guarded the budget. In the area of instruction and those areas considered by the board as "belonging" to the administrator the budget control appeared to be the only board control exerted.

The maintenance committee was very active. The chairman of this committee gave reports and received direction for action at each of the three meetings observed. In general no formal motions resulted from these reports nor were the directions expressed by motion. Consensus seemed to serve both registration of approval and the directing of committees.

Observation of board meetings and confirmation by interviews provide convincing evidence of the existence as well as prominence of committee activity.

1. In all interviews with secretaries, chairmen,

principals and superintendents, specific board committees were mentioned. The names were obtained from the secretaries.

2. The following are examples of committee action observed and noted at the meetings.

A. Weyburn:

(1) In reply to the principal's inquiry re roof, the chairman of the Grounds and Building Committee reported:

(a) The caretaking staff had already procurred the necessary materials and were undertaking the repair of the south-east corner the very next day.

(b) That a local contractor had been asked to bid on a major roof repair to be done during the summer holidays.

(2) A member of the Sports Committee reported complaints with respect to the use made of the trampoline and of the quality of instruction being given. He questioned the principal extensively. The burns that provoked the complaints had not occurred during instructional classes when proper dress was insisted upon, but had occurred when individuals not participating

in supervised physical education classes and not dressed for trampoline exercises made use of it. It was impossible to lock off the trampoline area but stricter supervision was planned.

B. Swift Current:

(1) The chairman of the Maintenance Committee reported that he had contacted four local business firms requesting them to submit bids on linoleum requirements for certain designated hall and classroom floors and for varnishing the floor of the stage and of one shop.

(2) The chairman of the Grounds Committee was requested to have the weeds on a board-owned vacant lot cut at an early date. On enquiry the Chairman of the Grounds Committee was advised that his committee had a budget of $2000. and that as yet none of it had been spent.

C. Estevan:

(1) The chairman of the Grounds and Property Committee reported that he had located a supply of shale for the track of the athletic field as well as a quantity of used pipe and cable suitable for fencing

the field. If the entire quantity were taken the price would be very reasonable. Although the quantity exceeded the need approval was signified by consensus. No record appears in the minutes. The only evidence likely to appear in the official records will be approval and authorization for payment of the account.

(2) The Grounds and Property Committee were requested to investigate the need for the fire door suggested by the superintendent.

(3) At the meeting the matter of the superintendent's salary came up for discussion. The chairman announced that the Finance Committee would consider the matter. The minutes of the meeting include the decision of the committee as though it were a decision of the board. (See Appendix B)

Items (2) and (3) above actually took place at the meeting of the public school board which followed the collegiate board meeting but the procedure is similar because both have the same chairman and three others who are members of both boards.

Special Committees. Special Committees were not used by these boards or were used so infrequently that

interviewees were unable to recall an emergency situation that required the appointment of a special committee. With a number of standing committees already constituted it is quite probable that one of them might be assigned responsibility for the investigation of a special problem when it was deemed necessary.

The Committee of the Whole. The Committee of the Whole was not used during the period of the observation. Evidence obtained in interviews indicated that two boards would employ it for hearing serious complaints and for dealing with delegations. At one board meeting the observer was of the opinion that he was attending a Committee of the Whole as representatives of an insurance company presented a proposed pension plan for the caretaking staff. However, it later appeared that this was not the intention of the chairman, but that as a courtesy measure he invited these representatives to present the first item of business. The principal's report was heard and the business arising out of it was conducted before the minutes of the previous meeting were read and approved. In brief, the usual order of business was not followed but all that took place was considered to be an official board meeting.

III. OPERATION

Committees

All boards observed in this study function by means of standing committees. Of these committees, finance, maintenance, grounds and property are particularly active. The members of these committees conduct their own surveys, and obtain required information from their employees and others. While the committees may, and do on occasion, take executive action it seems to be a more common practice for the chairman of the committee to report findings and opinions to the next board meeting where, by consensus, not a formal motion, approval or disapproval for the proposal is registered. On occasion an individual member of the committee will act on his own initiative, having confidence that his action will be approved. In general, such action is taken when the member is recognized as an authority (e.g. a board member who is a contractor may arrange for the removal of earth) or when the amount involved is small. One board has an established policy that a committee member can authorize an expenditure not exceeding one hundred dollars without first obtaining board approval. Frequently, however, most committee members confer informally with other members of the committee or of the board before taking such action.

Legal Requirements

It was not the intention of this study to determine how adequately boards fulfilled legal obligations. This would require a more intensive investigation. However, all evidence indicates that the legal stipulations placed upon these boards by the several Acts under which they operate are being complied with satisfactorily. It was quite apparent that all board members were determined that their every action be in accordance with the legislation empowering them to perform. In this desire they were supported by advice from efficient and well qualified secretaries all of whom had lengthy experience and were conversant with most of the legal requirements of boards.

Only one action attracted the attention of the observer as having the possibility of leading to legal implications. Many decisions are arrived at by consensus and not by a formal motion. Therefore, no record is kept. On occasion the decision grants authorization to make purchases or to otherwise spend money. The only formal record is the authorization of payment of the account after the purchase has been made. While this procedure displays confidence in committee members and executive personnel it could prove disasterously embarrassing should such an account be rejected. Illustrations of such decisions will be presented under a description of board meetings.

Aims, Objectives and Goals

It appeared to the observer that practically every board member was seriously and conscientiously concerned with fulfilling the requirements of those sections of The School Act and of the Secondary Education Act that determined the duties and responsibilities of school boards but that they displayed little concern for the aims of education. This, they appeared to believe, was the concern of the administrator and they seemed pleased to leave it to him. A report by one superintendent on "streaming" evoked comments that indicated the topic to be beyond the realm of board concern.

Business Management

A. Audits

Auditing of books and accounts and the bonding of employees are formalities required in compliance with the School Act and present no opportunities for board initiative. The Act was complied with in all respects of financial detail.

B. Financial Accounting

The financial accounting systems have, in general, been set up on the initiative of the secretary-treasurer. However, the boards have each introduced features which they consider

desirable. For example, one district has its books and accounts audited each half-year rather than annually as required by the Secondary Education Act.[6] Another, who employ a chartered accountant as secretary, have budget control reports every three months. The third employ the services of a book-keeping agency and have a monthly budget control report. One board is particularly enthusiastic about the system of accounting that was used during the past year and which incorporates the budget into the bookkeeping system.

C. Budgeting

Budgeting in all the systems is similar in the initial stages. The chief caretaker and the teachers submit lists estimating their needs for the ensuing year. These lists are consolidated by the principal. From this point on differences develop in the procedure. In one system the board is guided almost entirely by the budget of the previous year. In another system the board, the collegiate principal and the superintendent prepare the budget, guided by the budgets for the past three years and by the past

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[6] Revised Statutes of Saskatchewan, 1940, c. 164, s. 38

year's invoices. This latter aid helps to eliminate the large but non-recurring expenditures. This board is enthusiastic about its ability to budget with a great deal of accuracy. In the third system the budgeting is done by the Finance Committee, assisted by the secretary guided largely by the previous year's budget.

D. Contracts

For large contracts such as those for the construction of buildings, all three boards award the contract to the lowest bidder unless advised to do otherwise by the architect. For small contracts (furniture, supplies, renovations, etc.) one board had a definite preference of making the award to local firms and did not seek outside bids, while another purchased from the lowest bidder, local or otherwise. The third favored local firms but left the decision to the superintendent to determine if the difference in price was sufficient to warrant purchasing from an outside dealer. In determining the amount of expenditure to warrant calling for bids one system considered $100. another $200. and the third $500. as the point where purchases should be made by calling for bids. In both systems

favoring local preference, in addition to advertising, local firms were contacted and asked to submit bids. The firm usually was contacted by the superintendent but the principal or chairman of the committee concerned might also make the contact.

E. Insurance

A common policy determined the amount of fire insurance carried. All boards insured for replacement value. Two systems periodically or occasionally employed the services of an outside appraiser whereas the third relied upon the advice of the secretary, who was in the insurance business. Public liability insurance was carried by all. Only one system carried student accident insurance in the usual meaning of the term. In one system the collegiate student body carried their own accident insurance. In this centre the public school board carried its own insurance for accidents--a system that paid a maximum benefit of seventy-five dollars for one accident with a deductible portion of three dollars. One system is located within a health region where all medical services are provided to all citizens. Student accident insurance was considered unnecessary.

F. Purchase of supplies

The annual budget is the greatest single determining factor and control over purchases. One system has made the secretary its purchasing agent. In this system the principal channels orders for instructional materials and the chief caretaker does likewise for operational supplies, through the purchasing agent. If the budget for that purpose will not be exceeded by the purchase the procuring of the goods is a mere formality. If, however, this order exceeds the budget for that purpose the requisition must be brought before the board, who will decide whether a transfer of funds should be made from one budget item to another. Such transfers are not uncommon.

A second system urges its teachers to order supplies for a three month period so that few small purchases will be made. Small purchases may be made, however, by an employee but the purchaser must sign the counter slip. To facilitate budget control the large orders for supplies are usually submitted to the principal, who in turn submits them to the superintendent.

The third system makes use of a special requisition form which any teacher may use and

which serves as an order when signed by the principal and secretary. (See Appendix B)

For special equipment two systems prepare budgets of either a flat sum maximum (e.g. library $600.) or a rate per classroom. In these systems, requisitions that pass via principal, superintendent, and property committee are authorized without board approval. In the other system the request goes before the board either directly from the principal or via the committee. If approved by consensus the order is placed.

G. Approval of Accounts

Authorization for the payment of the accounts is by the formal adoption of a motion in all three systems observed. Differences exist in the procedures by which these accounts are given approval prior to the authorization of payment. One system has the accounts approved by the purchasing agent, another by the secretary and the chairman of the finance committee, the third by the superintendent. In this third system all board members scrutinize accounts during the meeting, two initial their approval and the motion to authorize payment is made. The last mentioned procedure leads to very informal meetings since

any order of business may be temporarily interrupted by questions with respect to accounts.

H. Signing officers

The custom throughout all three systems is to have cheques and legal documents signed by the secretary and either the chairman or the vice-chairman.

I. Services

All three boards had a contract with a repair firm for re-conditioning typewriters. Since almost every organization renting the auditorium desired the piano tuned just prior to a performance or program the most common practice seemed to be that the renter was responsible for tuning. In one instance the observer found the superintendent approving payment by the board as the school had made considerable use of the piano between the time of tuning and the receipt of the account. Services is an area that appears to need considerable clarification and the adoption of specific policies. In one system it seemed to be clearly understood that should relatively minor electrical or plumbing services be required the principal would notify the chairman of the maintenance committee, who would

initiate action. In the other two systems interviews with principals indicated that if such services become necessary they would contact the tradesman directly. Interviews with the chairman indicated that it was expected that the principal would advise either the chairman of the maintenance committee or chairman of the board.

J. Tuition Fees

Tuition fees for non-resident students were set by each board according to the formula now permitted by the departmental regulations, that is, that the board may charge the current cost per pupil exclusive of capital costs and debt charges and after the deduction of government grants. All three boards also adopted the practice of dealing only with other boards and not with individual students or parents. At the meeting attended by the observer one board set its academic fee at three hundred dollars and the Commercial fee at one hundred dollars. The secretary reported that the actual cost by the formula was $287.73 and had been $328. the previous year.

Fees other than academic, that is Commercial and shop fees, are collected by the principal, while the academic fees are paid by school

districts or units to the secretary. It was the policy of all boards to accept all non-resident students, the payment of fees being the only restriction.

Educational Policies and Instruction

The hand of the board rests lightly on instruction and educational policies and where its presence is felt it is most frequently due to the exercise of the budgetary control. This control has already been indicated in commenting on equipment and supplies and is well illustrated by the fact that shop courses are the only options which require board approval. Other options are administrator determined. An attempt was made to protect students from advertising and propaganda and to reduce the development of controversial issues by restricting the use of free material.

Extra-curricular activities create board concern in two ways. Although these activities are most frequently self supporting, on occasion financial assistance is required and board control is exerted. Supervision of extra-curricular activities and during noon hour has not always been required by stated board policy but chairmen declared that if such supervision were not being provided the board would find it necessary to declare such a policy.

Where policies had been established with respect to

pupil conduct (laggard policy, attire, smoking and wilful damage to property) they had been established as a support for the principal and to relieve him of the resulting criticism. Health services fell under board policy in one system when the board entered into an agreement with the Health Region to provide these services.

Complaints against the program or against individual teachers involve the board to some degree in concern over instruction and educational policy. This, however, appears to be an area of vagueness, inconsistency, uncertainty and misunderstanding. In general the members of boards believe they operate according to a policy but either do not do so or else do not have the policy they believe they have. One chairman reported that "before the board will recognize a complaint and act upon it, there must be a definite complaint." Later both he and another member of the board indicated in more general terms that if a complaint seemed reasonably valid and was worthy of consideration he would investigate or ask the superintendent to do so. Another board member implied that on sufficiently serious complaints being expressed, he would probably phone the principal and advise him of the criticism. This was confirmed by statements of the principal, who added that when he or his staff took some unusual action likely to arouse criticism, he immediately advised the chairman so

that he and other members of the board would be prepared for criticism that might result. The principal had just suspended four boys for violation of school regulations. His next immediate act was to advise the chairman by telephone.

The co-operation and splendid relationships are commendable but it is contended that either the board does not have the policy stated to exist, or does not function according to the policy that does exist.

Another area characterized by vagueness and indefiniteness on the part of the board is that of evaluation. While it is true that board members do question the superintendent, the queries tend to be specific and fail to treat the broad generalities including the goals and aims or to examine the guidance and direction provided by the board itself. On the contrary, their appraisal of their business methods has resulted in improvements in budgeting, in purchasing, in accounting and other aspects of the business management. The conscientious effort to develop efficiency is distinctly evident.

Teaching Personnel

None of the boards has stated policies to encourage or discourage teacher attendance at outside conventions, workshops and conferences, however, by actions and incidental comments the observer is convinced that one system

favors such attendance while the other two indicate sufficient opposition to discourage it.

There was no evidence of board concern for in-service training. One board displayed convincing evidence of its desire to improve the qualifications of its teachers. A system of scholarships has been developed in which three summer school scholarships of two hundred dollars each are awarded to members of the public school staff and one to a member of the collegiate staff. As explained previously these are the decisions of two boards in the one community but with one exception the boards have the same membership. While the scholarship award of the collegiate board is not necessarily an annual award it was granted in the amount of $250. this year, proof that the board is concerned with improvement in standards.

Dismissals are ordinarily made on the advice of the principal and superintendent although there are exceptions. One board reported dismissing a teacher without such advice.

Teacher selection has recently been delegated almost entirely to the principal and superintendent. In the system that does not have a superintendent the principal does the recruiting and a committee of one or two board members and the principal do the interviewing and

selecting. In the other two systems the principal and superintendent co-operatively do all the recruiting, interviewing, reviewing of credentials and selecting. In one system the board has passed the necessary resolution to authorize the superintendent to complete the appointment on its behalf.[7]

All three boards have negotiated agreements with their staff which provide for sick leave in excess of the twenty days provided for in the School Act,[8] but only one grants Sabbatical Leave to its teachers, and that on a restricted basis. One such Sabbatical Leave is granted for every one hundred years of teacher service. This means that the board will be making one grant of Sabbatical Leave every five years.

Two of the systems employ substitute teachers when regular staff members are absent; however, one of these expressed objection to doing so, claiming that the arrangement of "spares" on the timetable always left one member of the regular staff free to take over the work of the absent teacher. The third system does not employ substitutes unless it is known that the staff member is going to be absent for several days.

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[7]Revised Statutes of Saskatchewan 1954, c. 46, s.15

[8]Revised Statutes of Saskatchewan 1953, c. 169, s. 219; 1954, c. 46, s. 17; 1956, c. 31, s.4

All boards believe they have generous welfare measures for the teaching staff. In one system the observer was unable to detect positive measures beyond the provision for accumulative sick leave and an inadequately furnished staff room. A second board provided a rather well furnished staff room--although the staff provided part of the equipment--and were generous in granting leave of absence. Teachers served fully in community life as they were able to participate freely in civic and other organizations.

The third board were enthusiastic in reporting what was considered an exceptional welfare program. The program included:

A small but well equipped staff room.

Summer School Scholarships.

Accumulative Sick Leave.

Sabbatical Leave.

Car allowance for teachers travelling on school business.

Permission for teachers to leave one or two days early if attending summer school at distant universities. This of course was contingent on arrangements with the principal.

Not requiring medical certificates from teachers absent for brief illness.

Supplementary pay for teachers performing tasks

requiring extra hours throughout the year (sports directors and band leaders).

Non-Teaching Personnel

The caretakers in two of these systems were members of unions and some of the relationships with the board were established by their union agreement. In only one centre were staff members selected by the board, in the other two centres this authority had been delegated to the chief caretaker and the principal. In one centre the superintendent was included on the selection committee.

The general duties were assigned by the principal but the chief caretaker was responsible for assigning the specific task and overseeing the day to day discharge of duties. While the specific hours of work, that is, starting and finishing time, were determined by the chief caretaker, the board held the principal responsible for the accounting of overtime. As there is considerable overtime, due largely to rental of the auditorium, the principal had developed a recording system. To facilitate record keeping for payment of overtime for caretaking services, one board, at a meeting attended by the investigator, agreed by consensus that in future rentals should be paid to the principal, who would first pay overtime caretaking service and then pay the balance to the board. This action was initiated by the principal, who was desiring to

improve his accounting system.

The welfare of the caretaking staff in one centre consisted of having a room of their own and a pension plan. The room was renovated and altered at a cost to the board of less than three hundred dollars. One other board was considering a pension plan for their caretakers and heard proposals from an insurance company for such a pension. The representatives of the company were requested to prepare two alternative plans and present them at a future meeting. The third centre provided no welfare provisions that the investigator could determine.

Evaluation of caretaker work followed a similar pattern in all centres. The chief caretaker was responsible for the work of his staff and reported to the principal and took direction from the principal. The principal reported to the board except in one system, where any report went to the chairman of the maintenance committee, who was held responsible by the board for appraisal of caretaking.

School Plant

This is an area in which boards are particularly well organized and which they control through specific policy more than any other area of school administration, unless it be finance.

In the matter of maintenance and minor repairs,

one board has no policy but expects the principal to note the needs and report to the board. In one, the chief caretaker is responsible for taking whatever action is necessary except that he is expected to consult with the superintendent to get assurance that he is within the budget. In the third system the caretaker reports to the principal. If both consider a specific repair necessary the principal reports to the chairman of the maintenance committee, who has authority to take action.

For major repairs and renovations the maintenance committee usually determines the need and the proposal is budgeted for. In one system, the superintendent and usually the principal and fire chief act with the maintenance committee in planning renovations.

The chief caretaker is given a great deal of freedom in arranging the activities of his staff and of the order and methods of performing the various tasks for which he is responsible as well as for obtaining supplies. In general, he is responsible to the principal and limited by a budget.

All three systems have clearly defined policy with respect to non-school groups using the school plant and grounds. In two systems the school auditorium was one of the finer halls in the community and its use was encouraged, provided it did not interfere with the school

program. Rental rates were very reasonable. In another centre there were other fine halls, one owned by the community, and others by local clubs and organizations. This board rented the auditorium but discouraged its rental by means of higher fees, etc. To reduce Sunday use one board doubled the rental for Sunday use. All had flexible rates so that educational meetings and youth organizations enjoyed especially reduced rentals. To be certain that the school program was not being disrupted, all boards made the principal the booking agent.

The policy of every board was not to lend school equipment. This policy was clearly understood by personnel.

Expansion and Construction

In the three systems studied, the planning of expansion and construction was indeed one of co-operative effort. Contrary to the findings of Abbot[9] this investigator observed that staff, principal and superintendent all played an effective role in planning the building program. While the board was the decision-making body the principal and the superintendent were largely responsible for supplying the data that determined the need. The educational specifications were proposed by staff members and given consideration by the board. In all three communities a City Planning Commission selects the sites for collegiates as they do for all public buildings. It is the policy of

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[9]Abbot, op. cit.

these boards to accept the selection made by the Commission. In two centres the chairman of the collegiate board was a member of the commission. In one instance his selection was dependent upon his position as chairman of the collegiate board, in the other it was coincident.

Public Relations

Only one system had developed a well-organized policy of public relations and that has already been described.

IV. BOARD MEETINGS

The observer has interpreted board action as being based on expediency and immediate need and not on understanding of the aims and objectives of education. Not once was a motion approved or rejected because it promoted or retarded the purpose of education. The men and women serving on these boards have accepted their function as being that of providing facilities and instruction and this they attempt to do with a vigorous, wholehearted, conscientious effort. They are willing to leave the formation of overall aims and goals to officials of the Department and to the administrator.

All three meetings attended were regular meetings, two were routine but one was held for the special purpose

of discussing the building program with officials of the Department of Education. All meetings started fairly promptly and were well attended. In the three meetings only one trustee was absent. All meetings were held in the collegiate building, two in the respective libraries and the other in the home economics laboratory.

Only one of the three boards made use of an agenda, and that was very limited use! The secretary, in co-operation with the chairman, prepared a single copy of the agenda for the use of the chairman. All, however, attempted to follow an order of business. In this they were guided by the secretary, who verbally reminded the chairman of this order. The principal and superintendent had each prepared memoranda for guidance, in making reports and inquiries.

In one system the secretary mailed a copy of the minutes to each board member on the day following the meeting. This served as a reminder to committee chairmen that their committee was expected to discharge or perform certain services. It was also used as device for omitting the reading of the minutes at the next meeting. This secretary prepared three motions prior to the meeting.

1. That the minutes of the meeting of (date) be approved "as written".

2. That accounts numbered --- to --- be paid.

3. That we do now adjourn.

In the other two centres the minutes of the previous meeting were read by the secretary and a motion for their adoption was passed.

The authorization for payment of accounts was somewhat similar but not identical. One secretary read the accounts because board members were not provided an opportunity to see them. In a second system the secretary and the chairman of the finance committee had previously checked and approved all the accounts. In this case, a motion was passed that "the accounts numbered --- to --- be paid". In the third system the accounts had been previously checked and approved by the superintendent; then at the meeting each member thumbed through and scrutinized all invoices, questioning those accounts on which they wanted more information. Two of the board members from the finance committee initialed their approval. Then a motion to authorize payment was passed.

One board had a budget control report monthly. Copies of this were prepared for each member of the board by the accounting firm which kept the books. At the meeting observed, no action was taken as a result of this report only informal comments expressing satisfaction were noted. The second board have their own secretary prepare

a budget control report at the end of every three months. The observer attended the June meeting and no such report was given because the second of these was due in July in order to include all expenditures for the six month period to the end of June. Comments indicated, however, that this was considered an important control feature and tended to guide board action extensively. For example the chairman declared his intention to introduce a motion in October (the third budget control report) to provide master-locks for all doors in the entire collegiate building if the budget control report indicated sufficient funds were available.

Communications were few in number and were read and acted upon as individual items.

At one meeting representatives of an insurance company presented information to the board for a pension plan for the caretakers. The meeting was not formally opened and in the opinion of the observer was functioning as a committee of the whole. However, it later appeared that this was not the intention of the chairman, but that he invited this representation to be the first item of business, as a courtesy measure. Following this presentation the principal's report was given, which provided considerable discussion and which resulted in motions being adopted and business conducted. In brief, this was all

part of the formal meeting. The minutes of the previous meeting were then read and approved, an act usually indicating the formal opening of a meeting, and the payment of accounts authorized. Several items of business then followed.

At another centre representatives from the Department of Education were in attendance to advise on a proposed building program. This meeting was formally opened by reading the minutes of the previous meeting. The discussion of the building program was the major part of the official business.

Provision was made at each of the meetings attended to hear reports from the principal and/or superintendent as well as the maintenance committee. Reports and proposals of the maintenance committee did not result in motions but rather in consensus decisions. Formal approval would be made if and when authorization for payment of accounts became necessary. Despite the repetition involved perhaps one example could be quoted for each centre.

1. Chairman of the maintenance committee reported that action had been taken to have the caretaking staff repair a leak in the roof as a temporary measure, that a major roof repair was considered necessary and that he had called for tenders for the work to be done during the

summer holidays. No motion was made but approval was signified by consensus.

2. Chairman of the maintenance committee reported that he had called for bids to supply and lay linoleum on certain hall and classroom floors and to varnish certain other floors. At the same meeting approval was given to purchase an analyzer and an air compressor for the motor mechanics department. In both instances approval was by consensus and not by motion.
3. Again, by consensus, approval was given for the purchase of shale for the athletic track as well as for a quantity of used pipe and cable for fencing. The purchase was recommended by the chairman of the maintenance committee.

In all three instances, one from each board, the formal approval would be the authorization for the payment of the accounts when presented.

The principal and the superintendent played an important role in each of the three meetings observed. For various reasons this may have been a more dominant role than usual. First, these were the final meetings of the academic year and the administrative staff required certain information and assurances for the ensuing year that could be provided only by the board. Secondly, one principal

sought the formation of board policy on two points of student discipline. The third meeting was considering a building program and the principal supplied most of the information that was required.

A significant feature of this participation was that these officers were not limited to any specific phase of the business nor were they limited to reporting only. While deeply involved in reporting, they also served in an advisory capacity and freely initiated action.

Reports covered such things as: enrolment changes, absenteeism, substitute teachers, projected enrolment, accommodation needs, etc.

Advisory opinions were given on: pension plans, the Department of Education textbook rental plan, co-operative arrangements between public school and collegiate with respect to the employment of a library assistant and a singing instructor, plans for the proposed building, and for fire-doors, etc.

Initiatory action included proposals for certain discipline policies and an improved accounting system for recording overtime payment to caretakers.

In brief, both principal and superintendent serve in advisory and initiatory as well as reporting capacity.

The superintendents attend all board meetings and almost all committee meetings. Two principals attend most

meetings but for part time only. The third principal has ceased attending board meetings since the appointment of a superintendent.

Two of the boards conducted meetings in a formal pattern but discussions became very informal. The third board operated informally at all times. While reports were being given verbally the chairman signed cheques and the members scrutinized the accounts. At the same time a typewritten report circulated the board. Despite this informality a conscientious but critical attitude characterized the meeting and business moved along at a surprisingly brisk rate despite the lack of structure and organization.

As previously related, only one of the three systems had a definite policy of keeping the public acquainted with what the board was doing and what the school system was achieving. No local citizens were in attendance but the board showed its usual concern for the public and delegated the principal to advise the press and the radio of staff changes, while the chairman assumed the responsibility for releasing information with respect to the building program.

Two of the boards meet monthly and one bi-monthly. Special meetings are infrequent except during salary negotiations or when a building program is in progress, but committee meetings are frequent in those systems with monthly meetings. An unusual feature was the holding of

a public school board meeting within the collegiate board meeting. This occurred at two centres.

V. OBSERVED ACTIVITIES OF THE ADMINISTRATOR

By far the greater number of the activities of the principal resulted from minor details of operation such as directing the clerical help in answering mail, filing, completing forms, etc. Since the study was made in June and the academic year was nearing completion many staff members were involved in the preparation of final (internal) examinations and recommendation lists. Several brief consultations with teachers over specific details with respect to these and related matters are not indicated on the activity log nor are such brief but fairly numerous cases of students checking into the office of principal or vice-principal following absenteeism, a procedure which seemed to be a common practice.

A survey of the activity log (Appendix A) will indicate that topics discussed in phone calls are sufficiently varied as to prohibit generalization. Most frequently the administrator is called upon to exercise authority or provide information originating from a provincial source such as the School Act, Department of Education regulations, Courses of Study, etc. The second most frequent are calls that require him to act in a manner that will

satisfy board expectation rather than fulfil delegated authority. The call frequently alerts the administrator who initiates action of himself or others to secure information which he anticipates will be required for board decision-making. This includes a wide variety of topics with the majority being facts and figures that affect the business management, finance and building program.

The preparation and revision of forms and records appeared to be time well spent when one observed the promptness with which the clerk obtained information and responded to phone calls, frequently without referring them to the administrator. She was able to give specific information to staff members promptly and to quickly file information supplied by staff members. Staff members appeared to appreciate procedures that were specific in form and that involved a specifically channelled route for registering data.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This study was designed to answer certain specific questions on school board organization, operation and function. These questions have now been answered with respect to the school systems observed. The pattern of school administration considered likely to produce the most adequate educational service was formulated from literature on the subject. Recognized authorities on school administration were selected and the features and procedures advocated and commonly supported by these authorities were molded into a conceptual design. No statistical treatment was attempted to validate the use of these features and procedures, instead validation was accepted from the recurrent recommendation of authorities who are quoted repeatedly. Further support was provided from studies and research that have been quoted and reported.

The principles, practices and techniques accepted by the writer and incorporated into the design have been presented in Chapter III along with evidence of their acceptance by others. The advisability and frequency of their use is indicated and supported.

To determine how the selected Saskatchewan school boards were functioning and operating, the problem was reduced to that of determining which of the individual

factors comprising the conceptual design were being employed and how those boards not employing these factors achieved the desired objectives.

To determine the procedures of actual operations the findings of three techniques were consolidated. Attendance and observation of board meetings not only revealed the procedures used in conducting meetings but were rich in the contribution to the understanding of overall board functioning and operation, as well as in depicting board-personnel relations and board-public relations. A semi-structured interview with the chairman of the board, the administrator and the secretary, supplied their opinions on the particulars and details of operation in their own systems. Besides being an efficient procedure for securing information and data the interview revealed the opinion of the various officials on procedures and aspects of educational administration that had not been observed at board meetings. Observation of the administrator in action served best as a verification of the evidence provided by the other two techniques.

Specific conclusions based on the data collected will be presented to answer the questions that were asked in Chapter I.

Functions

1. Do boards limit their activities to the

Legislative, Evaluative and Judicial functions or do they become involved in the Executive function?

IN GENERAL THE BOARDS INCLUDED IN THIS STUDY DELEGATE BUT LITTLE OF THE EXECUTIVE FUNCTION. THE MAJOR PORTION OF THE EXECUTIVE FUNCTION IS PERFORMED BY STANDING COMMITTEES OF THE BOARD. THIS IS ESPECIALLY TRUE IN THE AREAS OF BUSINESS MANAGEMENT, PLANT OPERATION AND MAINTENANCE. THERE IS CONSIDERABLE EVIDENCE TO INDICATE A RECENT TREND TOWARD THE DELEGATION OF AUTHORITY WITH RESPECT TO PERSONNEL AND SOME SLIGHT INDICATION THAT THE SUPERINTENDENT IS BEING DELEGATED AUTHORITY TO APPROVE ACCOUNTS ALONG WITH BOARD MEMBERS.

2. Do boards direct and guide their own decisions and actions as well as those of the employed personnel through the establishment of policies or is each problem treated as an isolated case?

IN GENERAL THE BOARDS UNDER OBSERVATION DO NOT DEVELOP POLICIES TO GUIDE THE ADMINISTRATIVE FUNCTION. POLICY GUIDES ONLY A MINOR PORTION OF THE ADMINISTRATION IN THESE SCHOOL SYSTEMS.

3. Do those boards that function through policies have these policies written in manuals or guidebooks? Are they recorded in the minutes or are they understood and accepted as a matter of common practice?

WRITTEN POLICIES, WHETHER FOR THE GUIDANCE OF STAFF OR FOR THE DIRECTION OF BOARD EFFORTS, WERE NON-EXISTENT.

The single exception were policies requesting the renting of the auditorium. The few other policies that were in effect regulated and guided action through their being understood and accepted by both board members and employed personnel.

4. In board-administrator relationship what is the degree of delegation of authority and division of responsibility? In what areas of administration is delegation more extensive? Is this division of responsibility producing optimum efficiency and satisfaction?

DELEGATION OF EXECUTIVE AUTHORITY IN AREAS OF FINANCE, BUSINESS MANAGEMENT AND PLANT MAINTENANCE IS ALMOST NEGLIGIBLE BUT IN AREAS OF INSTRUCTION IT IS HIGH. BOTH SATISFACTION AND EFFICIENCY SHOULD INCREASE WITH ADJUSTMENT TOWARD GREATER DELEGATION IF CONTROLLED BY SUITABLE POLICY.

Board-administrator relationships were excellent in all three centres. Confidence in each other was clearly exhibited by almost every act and decision despite failure by the board to delegate executive authority. This failure was the result of long years of practice of executive committees and not lack of general confidence in the administrator. Despite the lack of written policies there were several matters on which the administrator expressed confidence in his ability to predict board action. However, the delegation of authority was limited to specific areas, touching finance not at all (approval of accounts excepted in one case) and other business matters only slightly. The standing committee structure places a large part of the executive responsibility upon the board and its members. Only at the extremities are the specific responsibilities of the board and administrator clearly defined. A large area in the centre is not clearly defined as board or as administrator responsibility, especially since the appointment of the superintendent and the decline in prominence of the education and sports committees. This lack of clarity increases the need for more consultation than would normally be necessary. These consultations seemed

to produce the unity of thought and action which our conceptual design had hoped to accomplish through the guidance and direction resulting from the establishment of board policies. Co-operation rather than board direction dominates administrator action.

Organization

1. Do school boards operate as a unit or do they organize themselves into committees which function as sub-units with special responsibilities?

BOARDS OBSERVED WERE ORGANIZED INTO STANDING COMMITTEES RESPONSIBLE FOR SPECIAL EXECUTIVE FUNCTIONS.

School board organization in these three cities appears to have been modelled upon the pattern set by the city council. Tradition has been sufficiently influential to retain this structure in the face of changing conditions. The appointment of a local superintendent whose delegated authority appears to be increasing has already somewhat nullified the effectiveness of such committees as those called Education Committee and School Management Committee. Through a continued extension of delegation of authority to the superintendent and through educational leadership on his part it is conceivably possible that only one or two committees may function. If such change occurs a return to unit board organization can be expected.

2. If committees are used, which of the following types are favored: standing committee; special committee; or committee of the whole?

ALL THREE BOARDS WERE ORGANIZED INTO PERMANENT STANDING COMMITTEES.

All three of these systems make extensive use of standing committees, particularly in those aspects of administration over which the board desire to retain direct control. As already indicated the Finance and the Maintenance committees were particularly active in all three centres. The relative inactivity of the other named committees may have been the result of employing a superintendent. It appears that the administration was formerly divided into two large areas, that controlled by the board through its executive committees, and that, such as instruction and curriculum, which "belonged to" the administrator, whether he be principal or superintendent, and was therefore left to his control. A relatively new third area seems to have developed in which considerable delegating of authority has taken place. Selection of personnel now falls in this area. It will be important to school administration in these systems whether this marks the beginning of a trend. If it is, other aspects will be moved into this area--if not, a three level system of administrative responsibility can be expected to continue.

3. Do boards use unitary executive control with a single official responsible for all executive functions or do they employ dual control, with the business executive reporting directly to the board independent of the educational administrator?

THE BOARDS OBSERVED DID NOT HAVE ALL DELEGATED EXECUTIVE ACTION CHANNELLED THROUGH A SINGLE EXECUTIVE OFFICER BUT OPERATED WITH THE BUSINESS EXECUTIVE REPORTING DIRECTLY TO THE BOARD AND INDEPENDENT OF THE EDUCATIONAL ADMINISTRATOR.

The boards observed do NOT operate as a unit organization with a chief executive officer. One person is not responsible for the general management and oversight of the entire school system in any one of the three systems included in the study. This results from two practices that were common to all three boards: (a) personnel other than the administrator, the secretary for example, reports directly to the board, (b) a major portion of the executive function is performed by standing committees of the board. Due to the pressures of their respective occupations, individual members, at times, find it difficult to attend these executive meetings. As a result one individual may be called upon to perform the function of the entire committee. Examples of such action were discerned in this study but were reported as committee action because other members of the committee, in the final analysis, approved this action. Then too, although the action, decision or report was actually that of an individual it was usually accredited to the committees and recorded as such.

Operation

1. Do boards, through policies and/or actions,

indicate concern for:

(a) Student growth and welfare in addition to the provision of adequate accommodation and instruction?

(b) Teacher growth and improvement?

(c) Teacher welfare and satisfaction?

(d) The welfare and satisfaction of non-teaching personnel?

(e) Community opinion and desire?

(a) Board provision for student growth and welfare was limited largely to that of providing adequate accommodation and instruction. Health, accident and fire protection were given consideration but not in excess of the requirements of the Department of Education or of the Health Unit or Region. In only one system was the board contributing to accident insurance for students. Field trips and excursions were uncommon activities and in only one system was there evidence that the board policy, if one were adopted, would have been favorable. While elective subjects were offered in all three systems, the observer was convinced that except for the shop classes, which required considerable expenditure for special equipment, the initial decision to offer such electives had been that of the professional staff and not the board. Board interest and concern are clearly indicated however, in its willingness to engage teachers especially qualified in those subjects. Only one system had a guidance counsellor

although classes in group guidance were conducted in the others.

(b-c) Considerable variation existed in board concern for staff improvement, satisfaction and welfare. One board makes provision for summer school scholarships for selected members of the public school staff and reserves the right to do so for members of the collegiate staff, both of which were acted upon at the meeting being observed. Another board encourages teacher attendance at educational conferences. Staff rooms are provided in all three centres but in general are small and inadequately equipped. Sabbatical leave and accumulative sick leave benefits are probably the result of teacher insistence during negotiation rather than of genuine board concern for welfare, however, the accumulative sick leave was a feature common to all three systems and Sabbatical leave was agreed upon in one. Little provision was made for teacher orientation in the community.

(d) A beginning has recently been made in providing for the welfare, comfort and satisfaction of non-teaching personnel. One system already has a pension plan and another is presently considering the adoption of such a plan. One board has provided an unpretentiously furnished room for the caretaking staff. It has the added feature of a board which, if properly used, indicates where each staff member may be located.

(e) One of the three boards had a policy of keeping the public informed. This was achieved through a carefully planned public relations program. Public reaction, through various avenues of support, indicated that such a policy was appreciated. If measured in the amount of support gained for the school program such a policy appears to be a desirable one.

2. In the preparation for, and conduct of board meetings, what techniques and procedures are employed to produce efficiency? What techniques and procedures may presently be reducing efficiency?

Although two of the boards conducted meetings in a formal pattern there was an informal tone. The third board was most informal at its meetings. All meetings observed had a relatively light agenda and were successful in accomplishing all business in a reasonably short time. Paradoxically, the heaviest agenda was handled in the shortest time by procedures least conformative to our conceptual design. The procedures violated not only techniques of a well-planned business meeting but also the principles of organization and function described in the design.

Formal agendas played no part in the meetings observed except that in one case the chairman was provided with an agenda as an instrument to guide the course of the meeting.

All individuals displayed a sincere and conscientious concern for all matters considered to be their responsibility or to affect their district. This desire to perform their respective responsibilities was revealed in numerous ways. Particularly noticeable was the frank and open discussion, the regularity of attendance at board and committee meetings, the effort taken to gather data for committee reports and the fluidity of communication between not only committee members, but between all board members and the administrative staff. Proof of this fluidity was evident at board meetings. Only in routine matters were individuals giving consideration to data and facts that had been placed before them "cold".

None of the devices and techniques to facilitate board meetings, as proposed in the conceptual design, were used, yet all meetings accomplished their purposes within reasonable time. This accomplishment was due to two factors: (a) the brevity of the agenda, (b) the fluidity of communication, which had paved the way for brief committee reports.

Boards have a strong tendency to cling to their control over finance, business management and school plant. Until recently this was true of personnel. Control of finance may be the basic reason for control over other aspects of administration. Now that teachers' salaries are established by negotiation and that caretakers are

organized into unions, which have wage agreements, boards appear less reluctant to delegate matters of personnel.

None of the administrators had training in finance or business methods but had gained what knowledge they possessed "on the job" and at the expense of their employer. Whether this was a major factor in board failure to delegate these phases of administration could not be determined from the observations made during the study. It seems just as probable that a firm conviction that "he who pays the piper calls the tune" governs board determination to control finance directly and not through delegated authority.

In each system the secretary was a part-time but influential employee. The tenure of the secretary exceeded that of the administrator as well as that of any individual trustee. One of these had served the board for thirty years another for nineteen. During this time they had become specialists in their work and had inspired the confidence of many succeeding board members. Their opinion is highly regarded and their contribution significant. In one system, the secretary played the major role in preparing the budget and in advising the board about the amount and kind of insurance that should be carried. One served as the purchasing agent for the board. The lengthy experience seemed to have taught them that board decisions

tend to decide a problem for a single situation only. Since the decision affects the work of the secretary he usually favors the creation of a policy which will govern recurring cases. The responsibility of the secretary is much more narrow in scope and is less complex than that of the administrator and is therefore much more clearly defined.

In the school systems observed for this study, the position of superintendent was newly created. One of these was in its third and the other in its first year of operation. Because of this recent formation, these superintendencies may still be in a state of metamorphosis and the observations made here may not be those of the mature superintendency. It may be that the degree of delegation will continue to be extended. Then too, the "fuzzy" undefined area between board and superintendent responsibility may be greatly modified should boards cease to function by committee.

The superintendent attends all board and committee meetings. He also co-ordinates all departments involved in instruction but lacks the authority to direct many aspects of the business, financial and building program.

As yet these superintendents are not guided by policies to any extent and where policies do exist the secretary is responsible for the implementation of some

of them. Thus, unit organization and control does not exist.

The failure of the board to establish policies means that the superintendent is not given discretionary power and is unable to exercise extra-legal powers. The existence of standing committees further hampers such possibility.

However, the superintendent serves the board in varying capacities. It was noted that he did considerable reporting to the board on the details of operation. He advised the board on many of its proposals and he initiated proposals of his own, but, as indicated above, has shown no marked success in promoting the establishment of board policies.

It appears necessary for the superintendent to be slightly on the defensive with respect to staff members. Individual members of the board tend to express approval and disapproval of staff members on a basis of personal and not teaching qualifications.

Most complaints registered against the school system or against individual teachers were recorded directly or indirectly with the superintendent. Those made to the board were referred to the superintendent.

In budget-making the superintendent plays an advisory role and one noticeably less effective than that

of the secretary. However, in public relations he is the most active individual in the system. Although he receives some guidance and direction from the board he exercises considerable individual initiative in dealing with the public.

In co-operation with the principal the superintendent advises the board on the need for accommodation and on the educational specification of new buildings and additions. Together, the principal and superintendent interview and select the teaching personnel and share in selecting the caretaking personnel.

The superintendent does not administer or supervise the administration of the business or financial affairs of the school nor its accounting system.

CRITICISM

Despite the excellent accomplishment of the boards that were observed and the splendid relationship between these boards and their administrators, and among the board members themselves, the observer is convinced that there is justification for the adoption of the administrative principles that formulate the conceptual design presented in Chapter III of this study.

While there was little evidence of friction between the secretary and the administrator, the possibility of such friction exists where more than one executive officer

is directly responsible to the board. The clarity with which the secretary's position has been defined by practice helps to prevent friction, but some signs of dissatisfaction were observed; one secretary expressed disapproval of the principal participating in a discussion of a caretaker's pension plan. Secretaries take pride in the influences they exert over control of expenditures and appear to be jealous of their authority. Any action of the superintendent which might be considered an infringement of this authority could become a cause for friction. The clarity with which the role of the secretary has been established by practice and the close co-operation between the secretary and the administrator have succeeded in preventing duplication of executive action. However, since the possibility of both duplication and friction are promoted by dual organization, the observer, like the team reporting on the Saskatoon Public School System, believes that these boards should "consider unit organization as a model towards which (they) should work."[1]

Admittedly the standing committees observed were effective, particularly those on finance and maintenance. However, the weaknesses and possible dangers inherent in standing committees are sufficient to explain their general

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[1]Saskatoon Survey, op. cit., p. 15

decline. Committee responsibility does overlap. For example, it becomes necessary for the maintenance committee to appeal to the finance committee for a transfer of funds so that a needed maintenance project may be undertaken. Then too, certain decisions can be made only by the corporate body created by provincial legislation. Under such circumstances, it becomes necessary that a committee decision or action be recorded officially in the minutes as a decision or action of the board, as was done with respect to the superintendent's salary and car allowance as previously reported. (Appendix B) Although committee reports are usually fairly detailed, other board members do not share all the information possessed by committee members. Thus many board decisions based on committee reports may be less well-founded than if unit organization, instead of committee organization, were adopted. On occasion, a dominant character may unduly influence a committee, a feat that would be more difficult to achieve with an entire board.

Perhaps the major weakness displayed in the school systems under observation was the extensive use of executive committees. Reeves seems to express opposition to these standing committees most effectively when he declares there is no distinct function to be performed by such committees.[2]

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[2]Reeves, op. cit., p. 123-6.

As stated previously, the accomplishments of the boards and committees included in this study are commendable but by being involved in executive functions boards seem to develop an imbalance in their concern over school matters. In the systems that were observed the finance and maintenance committees were particularly active. Matters that fell into these areas somewhat naturally usurped more board time and attention and appeared to hold a position of prime importance to the board while areas of administration actually much more directly related to the purpose of education--curriculum, instruction, etc.--held a position of relatively lesser status. This emphasis on the business aspect of administration was quite marked. As admitted elsewhere, this criticism may be somewhat unfair for the boards seemed to consider these areas almost beyond the realm of their jurisdiction.

The study failed to find evidence of board concern for a philosophy of education or even of the adoption of aims, goals and objectives for the offerings of their own system. These should be of basic concern. The decisions with respect to business management, finance and other aspects of board responsibility should be made in accordance with the philosophy adopted and should be so directed as to promote advancement of the specific aims and objectives.

The basic weakness noted above results in part from the failure of the board to exercise its evaluation function

more effectively. There is a pronounced tendency to limit the evaluation to a negative approach and to direct it toward specifics and toward isolated incidents and items. An aggressive, positive and comprehensive evaluation of the entire program, including the performance of the board itself, would focus attention on the aims and objectives and would necessitate consideration of an educational philosophy. This should produce consistency of both purpose and effort and should therefore increase the effectiveness of the entire system and result in a more balanced administration.

The members of these boards believe that they are operating according to policy to a far greater extent than they actually are. Most of the policies quoted, and confirmed by observation and interview, regulated details of business management. Few policies existed outside of this area. As a result, personalities play too great a role in decision-making. A popular principal may secure more generous consideration of his requests than would a less popular one. In the systems studied, the impact of personality was noted during the authorization of accounts when an account was unduly questioned because it was incurred for work supervised by a less popular teacher. In selecting the recipients of three scholarships the superintendent proposed that the criteria for selection be established

first. This was not done, and the observer felt that the personality of the applicant became as an important a factor in determining the award as any other single factor. Governing through policy should reduce the influence that personality exerts as a decision-making factor.

Fluidity of communication was a distinctive feature of the operation of all three boards and particularly of one of them. This, in all three cases, included communication with the administrative and executive staffs as well as between individual board and committee members. This commendable situation seemed to be both a product of, and a cause for, the unmistakable confidence in each other that existed among both board members and administrative staff. However, it appeared to the observer, that the achievement and success of the enterprise were too dependent upon good relationship. If the congenial relationship that presently exists between administrator and board became impaired, the breach is likely to be more disruptive and disastrous than it would be had there been well-established ground rules governing the responsibilities of each. The same is true of the relationship among the members of the board itself. One forceful obstructionist on the board could more effectively destroy board unity and co-operation where board decisions were made on the expediency of the moment, rather than in accordance with a judiciously legislated policy.

In brief, the present relatively unguided, informal procedure rests largely on a confidence in personalities. Popular elections are no guarantee of a continuation of compatibility of personalities. A school system that operates in accordance with acceptable and recognized principles is preferable to one dependent upon the whims resulting from personal attributes.

The greatest single fault displayed in the conduct of meetings was perhaps the excessive practice of arriving at decisions by consensus rather than by voting upon a formal motion. The weaknesses resulting from this practice are threefold: (a) Many actions of the principal or superintendent are in fulfilment of decisions that can be legally made only by the board. Without a formal motion adopted by the board and giving the required direction such action could be considered irregular and contestable; (b) Approval of large expenditures is not official until after the purchase has been made and the account submitted for payment; (c) There is usually no recorded account of decisions unless they are made through the adoption of a motion. Misunderstanding and rejection of decisions would be possible if boards were to function less harmoniously than the ones observed.

The minutes record only official decisions, those determined by a vote upon formal motion. Consensus decisions

are not recorded. While this is officially correct for recording procedure, it results in much important business being unrecorded. Examples of such decisions are given below and can be checked by reference to the copies of the minutes as they appear in Appendix B.

Estevan Collegiate:

1. A proposal was made by the chairman of the Grounds Committee to place shale on the athletic track and to fence the athletic grounds. The proposal was discussed in some detail, received support and by consensus the Grounds Committee was authorized to proceed with the plan. This proposal and decision do not appear in the written records and will not do so except as an account submitted for payment. This is a product of operating by committee.

Estevan Public School:

1. No record was made of a consensus decision with respect to the installation of a fire-door in the corridor of one of the public schools.

2. The securing of options on certain city lots, on which residences now exist, and which are desired by the board as part of the site for a new school was authorized by consensus and is, therefore, not included in the minutes.

3. On the other hand, the matter of determining

the salary and the car allowance of the superintendent for the coming year was left to a committee to decide. This committee decision, involving the expenditure of money which will not appear in the accounts, appears in the records as a board decision in order to satisfy legal requirements with respect to the spending of money.

Swift Current Collegiate:

On the recommendation of the principal the board gave approval, by consensus, to the purchase of an analyzer and an air compressor for the motor mechanics shop. This will appear in the minutes of a future meeting only as an item among the accounts.

Weyburn Collegiate:

Omissions of decisions made by consensus were less significant here as they were on topics that of necessity would be discussed at a future meeting. That is, no decision requiring action was omitted from the minutes. A consensus decision to inspect some floor tile would produce discussion and a decision at a future meeting.

RECOMMENDATIONS

1. THAT these school boards restrict their actions to the legislative, evaluative and judicial functions of school administration.

2. THAT they delegate the executive function to a

single officer and thus establish a unitary system rather than have other than their chief executive responsible for reporting.

3. THAT these boards attempt to guide all activities through broad policies which state the board's intent.

4. THAT these policies be written, issued to personnel affected, and their results evaluated periodically.

5. THAT the delegated authority of the administrator and his responsibilities be more clearly defined so that fewer unnecessary consultations are required before executive action is taken.

6. THAT these boards cease to organize themselves into standing executive committees and operate as a unit.

7. THAT board meetings make more of their decisions by formal motions and make less frequent use of consensus decisions.

8. THAT those boards lacking a well-organized public relations program take the public into their confidence through such a program.

9. THAT action be taken by the Saskatchewan School Trustees Association and/or the Department of Education to hold periodic workshops or conferences on "boardsmanship" and that an up-to-date handbook on the subject be prepared and provided to each new incumbent to office.

10. THAT all principals and superintendents be required to take courses in Public Finance and Business Management.

SUGGESTIONS FOR FURTHER RESEARCH

1. A study to determine the influence of welfare measures on teacher effectiveness.

2. A study to determine the reasons for the board tendency to cling to control over finance as compared to other aspects of school administration.

3. A study to determine the influence of administrator training in finance and business management to the degree of delegation of authority in these areas.

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APPENDIX A

Instruments used in collecting data

1. Administrative Responsibility Check List
2. Board Meeting Survey Guide
3. Administrator Survey Log

ADMINISTRATIVE RESPONSIBILITY CHECK LIST

Special Tasks	Action or Decision Initiated by	Determined by Board Policy	Single Instance Board Decision	Administrator Decision	Advised by
1. Aims, objectives and philosophy					
2. Business Management					
Accounting (financial)					
Agenda (preparation)					
Auditing					
Bonding of Employees					
Budget Preparation					
Contracts					
Method of calling bids					
Local Preference					
Lowest Bidder					
Insurance					
Amount					
Kinds					
Ordering Regular Supplies					
Instructional					
Operational					
Specific Departments (Shop, etc.)					
Approves Accounts for Authorization					
Purchase of Special Equipment					
Services (piano tuning, etc.)					
Tuition Fees					
Non-resident					
Other (Commercial, Shop)					
3. Educational & Instructional					
Accounting (pupil records)					
Achievement Standards					
Athletics					
Eligibility					
Participation (limitations)					
Equipment & Supplies					
Attendance					
Non-Resident					
Irregularity					

ADMINISTRATIVE RESPONSIBILITY CHECK LIST

Special Tasks	Action or Decision Initiated by	Determined by Board Policy	Single Instance Board Decision	Administrator Decision	Advised by
Complaints re school program					
Curriculum					
Dropping subjects, courses, etc.					
Number of subjects carried					
Options to be offered					
Free choice or prescribed program					
Extra curriculum activities					
Determine and limit program					
Limiting pupil participation					
Supervision					
Financing					
Discipline and Pupil Conduct					
General policy and practice					
Damage to property					
Smoking					
Detention (uses and exceptions)					
Attire					
Laggards					
Student diseases and epidemics					
Evaluation of Educational Program					
Examinations					
Number per year					
Type and kind					
Supervision					
Field trips and excursions					
Fire Drill					
Free Material and Propaganda					
Grouping of Students					
Health Service Provisions					
Homework					
Promotion Policy					
Size of Classes					
Reports to Parents					
Social Functions					
Testing Program (I.Q., Occupational) etc.					
Noon hour Supervision					
Text book Provision					
Student Phone Service					

ADMINISTRATIVE RESPONSIBILITY CHECK LIST

Special Tasks	Action or Decision initiated by	Determined by Board Policy	Single Instance Board Decision	Administrator Decision	Advised by
4. Personnel					
A. Teachers					
Absence from work					
Attendance at workshops, conventions, etc.					
Complaints from Parents					
Health Certificates (x-ray for T.B. etc.)					
In-service training					
Dismissals					
Sabbatical Leave					
Selection of new Staff Members					
Staff and job analysis					
Recruiting					
Reviewing of Credentials					
Interviewing					
Sick Leave					
Smoking					
Substitute Teachers					
Time and Manner of Payment					
Tutoring					
Welfare					
B. Non-certificated Personnel					
Selection					
Assignment of Duties					
Hours of Labor					
Time and Manner of Payment					
Sick or absent from work					
Smoking					
Welfare					
Holidays					
Reports re work, problems, etc.					
Evaluation					

ADMINISTRATIVE RESPONSIBILITY CHECK LIST

Special Tasks	Action or Decision Initiated by	Determined by Board Policy	Single Instance Board Decision	Administrator Decision	Advised by
5. School Plant					
Maintenance and minor repairs					
Major repairs and renovations					
Operation of Plant					
Inventory of Supplies and Equipment					
Use of School Plant by non-school groups					
Use of School grounds and facilities by non-school groups					
Sunday use of grounds or plant					
Rental Rates Scale established					
Booking agent for use of facilities					
Lending School Equipment					
6. Public Relations					
General Policy					
Acquainting Public re School					
Orientation of new staff members					
Speaking to clubs and groups					
Promoting money by-laws					
Delegations to the Board					
Petitions					
Complaints					
Re child progress and treatment					
Citizens re student conduct					
7. Expansion					
Determining need for					
Determining educational specification					
Additions and new buildings					
Selection of new building sites					

BOARD MEETING SURVEY

1. Starting time..... Usual starting time .....

2. Place of meeting ..... Is this usual?.....

3. Present--All board members?..... Principal?..... Others?.....

4. Others present and why.....

5. Did procedure follow an order of business?.....

6. Was the agenda prepared in advance?..... On whose advice?.....

7. Did members receive agenda in advance?..... How long?.....

8. Were copies of reports and data included in advance notice?.....

9. Were minutes of previous meeting included in advance notice?.....

10. Were previous minutes read at meeting or approved "as read"?.....

11. Were the approved minutes signed by the chairman?.....

12. Were agenda items divided into "action" and "non-action"?.....

13. Were delegations present? (Report on reverse side) .....

14. What reports were received? (List on reverse side) .....

15. Were agenda items drafted by the mover or by the secretary?.....

16. Name and describe types of committees used by the board.

Standing ..... Special ..... Committee of the Whole..

17. Describe principal's participation (report, advisory, initiatory)

18. Does the principal attend all meetings?.....(if not explain)

19. Method of voting..... Were votes recorded?.....

20. Is procedure formal or informal?.....

21. Did any one individual monopolize the time?.....If so, who?.....

22. Were communications disposed of individually or in groups?.....

23. Was there a budget control report?.....

24. Was a press representative present?.....Would minutes be published?.....

25. How frequently are special meetings held?.....

26. How long did the meeting last?.....What is the usual length?..

27. Was any reference made to a philosophy of education?.....

28. Were the aims of the school referred to during the meeting?.....

29. Was there evidence of concern for student welfare and advancement?.

30. List items that were dealt with indicating disposal of each.

ADMINISTRATOR ACTIVITY LOG -- OFFICER ..Principal.A

Activity observed	Initiated by	Authority	Comment
1. Answer phone re: letter of recommendation	Caller	Routine duty	
2. Dictation of letter re: orchestra for graduation	Principal	Board policy gave authorization	
3. Phone call re: approval of accounts	Secretary	Purchasing agent	Purchasing agent accepts principal's approval for small items
4. Made survey of building re: drafting tables, desks, laboratory tables, number required and catalogue prices	Principal request to board	Board	Instructions of meeting previous night
5. Phone call to High School Superintendent	Principal requesting the Board to adopt laggard policy	Board	Decision of meeting
6. Instructing clerk re phoning parents of absentee students	Principal	Administrative duty: School Act	Administrative procedure
7. Phone call--parent seeking information re student reported absent	Caller	Routine Public Relations	Professional responsibility

ADMINISTRATOR ACTIVITY LOG -- OFFICER Principal B

Activity observed	Initiated by	Authority	Comment
1. Phone call student for course information	Caller	Course of Study	
2. Meeting with shop teachers	Principal	Board expectation	Principal realized board would seek this information
3. Phone call	Chairman of Maintenance	Committee	Re: contract for floors, etc. Details of work to be done
4. Phone call	Superintendent	Board expectation	Superintendent wanted information for board re building program
5. Phone call	Caller	Maintenance Committee Chairman	Contractors seeking permission to measure areas where work is to be done
6. Meeting of Superintendent, Principal and other staff members	Principal	Board expectation	Information prepared by staff for board consideration
7. Dictation of letter of recommendation	Request of student		Routine
8. Phone call re caretaker service and repair	Caller	Principal	Principal responsible for overseeing
9. Phone call	Principal	Principal	Advising Kiwanis Club re awards
10. Student consultations (two)	Principal	School Act	Guidance and discipline

ADMINISTRATOR ACTIVITY LOG -- OFFICER Principal C...

Activity observed	Initiated by	Authority	Comment
1. Consultation	Staff member	Principal (policy)	Re finance for track team
2. Phone call	Caller	Principal	Use of sports equipment
3. Phone call	Caller	Principal	Information re student transfer
4. Classroom visit	Teacher	Principal	Discipline

ADMINISTRATOR ACTIVITY LOG -- OFFICER Superintendent A.

Activity observed	Initiated by	Authority	Comment
1. Phone call	Secretary	Superintendent	Approval of an account
2. Phone call	Secretary	Superintendent	Approval of an account
3. Phone call	Caller -- Long Distance	Superintendent	Applicant for teaching position
4. Preparing criteria for selection of scholarship awards	Superintendent	Board may expect direction	Preparation for meeting
5. Phone call (five other phone calls on same topic)	Caller Superintendent	Superintendent	Re postponement of field day due to excessive heat and humidity
6. Consultation with principal	Superintendent	Delegated	Consideration of applicants for teaching positions
7. Phone call	Caller	Superintendent	Re shortage of reading supplies
8. Preparations of forms for September registration	Superintendent	Superintendent	

APPENDIX B

Minutes of Meetings Observed

1. Minutes of the regular meeting of the Board of Trustees of the Weyburn Collegiate Institute No. 5, Thursday, June 1, 1961
2. Minutes of the regular meeting of the Board of Trustees of the Swift Current Collegiate Institute No. 16, Monday, June 5, 1961
3. Minutes of the regular meeting of the Board of Trustees of the Estevan Collegiate Institute No. 13, Friday, June 9, 1961
4. Minutes of the regular meeting of the Board of Trustees of the Estevan School District No. 257, Friday June 9, 1961

also

Requisition form used by employees of the Swift Current Collegiate Institute.

1. MINUTES OF THE REGULAR MEETING OF THE BOARD OF TRUSTEES OF THE WEYBURN COLLEGIATE INSTITUTE NO. 5, THURSDAY, JUNE 1, 1961

The regular monthly meeting of Weyburn High School District No. 5, was held in the Weyburn Collegiate on Thursday, June 1, 1961 at 7.30 p.m.

Present were Messers Murray, Ledingham, Shupe, Pettit and Simpson. Mr. Goldfield and Mr. Evans of the Great West Life Assurance Company attended the meeting, outlining different plans that their company had to offer for pension plans which might be suitable for school janitors. They agreed to work out a plan and submit it to the Board at a later date from the information that they got from the Board.

Mr. Pierce, the principal, attended the meeting and gave his report. He recommended to the Board that they do not accept the plan on text books offered by the Department of Education for this year. Mr. Simpson made a motion which was seconded by Mr. Ledingham that the Board would give this serious consideration another year. Carried.

Mr. Shupe made a motion which was seconded by Mr. Ledingham that Mrs. Zwich be hired as librarian to work a minimum of one day a week at the Collegiate and the balance of the week in the Public Schools. Carried.

Mr. Ledingham made a motion that Mrs. Whitehead be hired as Music Teacher to replace Mrs. Cathcart who was resigning at the end of the school term due to ill health, Mrs. Whitehead's salary to be $100. per month. This was seconded by Mr. Shupe. Carried.

Mr. Shupe made a motion which was seconded by Mr. Pettit that a Laggard system be introduced into the school at the start of the fall term. Carried.

The minutes of the last meeting were read and Mr. Shupe made a motion same be adopted as read. Carried.

The accounts were then reviewed by the Board and Mr. Pettit made a motion same be paid. Carried.

A letter of resignation was read from Miss Fleming and Mr. Shupe made a motion same be accepted with regret.

There being no further business, Mr. Ledingham made a motion the meeting adjourn at 11.15. Carried.

D. H. Murray, Chairman

Gerald FitzGerald, Sec-Treas.

2. MINUTES OF THE REGULAR MEETING OF THE BOARD OF TRUSTEES OF THE SWIFT CURRENT COLLEGIATE INSTITUTE NO. 16 HELD IN THE LIBRARY OF THE COLLEGIATE ON MONDAY, JUNE 5, at 7 P. M.

Present: J. S. May in the Chair, Dr. A. D. Beattie, Mrs. Erma E. Walker, Mr. F. E. Smith, Mr. F. G. Warder, Mr. R. G. DesBrisay, Principal, Mr. J. A. Burnett, Superintendent, Mr. S. M. Thompson, Superintendent, Mr. Arnold Doyle, Department of Education, Regina, Mr. F. MacDonald, Department of Education, Regina, The Secretary.

Motion No. One: Moved by Trustee Walker, that the minutes of the regular meeting of May 23, 1961 be adopted as written. Carried.

Motion No. Two: Moved by Trustee Warder that the Monthly Report for May be received and filed. Teachers absent were as follows: R. DesBrisay, Principal's Meeting, 1 day; P. Bunnell, Ill, 1 day; C. Forbes, City Council Inquiry, 1½ days; M. Robinson, Ill, 3 days.

Motion No. Three: Moved by Trustee Warder, that accounts numbered 1 to 14 be paid. (These were listed) Carried.

The main part of the meeting was taken up with a discussion of additional space. The matter of building an addition to the present Collegiate or an entire new Collegiate was discussed and it appeared to be the

consensus of opinion of Mr. Doyle and Mr. MacDonald, of the Department of Education, that an additional Collegiate would be the best possible solution of the Board at this time.

Motion No. Four: Moved by Trustee Beattie, that we do now adjourn. Carried.

3. MINUTES OF THE REGULAR MEETING OF THE BOARD OF THE ESTEVAN COLLEGIATE INSTITUTE NO. 13 HELD IN THE ESTEVAN COLLEGIATE ON THE EVENING OF FRIDAY, JUNE 9, 1961

The meeting came to order at 8:25 o'clock p.m. with Chairman Whitby presiding, Trustees King, Trout, Samuel and Superintendent Gabert present.

Moved by Trustee King that the minutes of the following meetings of the Board of the Estevan Collegiate Institute No. 13 held in the Estevan Collegiate be approved as read: Regular meeting of Friday, May 12, 1961, Special meeting of May 19, 1961, and that the minutes of the special meeting of May 17, 1961 held in the office of R. L. Bamford & Co. be approved as read. Carried.

Moved by Trustee Trout that the following accounts as found in order by the finance committee be paid: (Vouchers 110 to 149 were listed) Carried.

Moved by Trustee Samuel that the school close for summer holidays on June 30, 1961 and reopen for the fall term on September 5, 1961. Carried.

Moved by Trustee Trout that the tuition fees for 1961-62 be set at $300. for Non-Resident Academic and $100. for all commercial students. Carried.

Moved by Trustee Samuel that under authority of Section 114 Subsection the following pupils be suspended

for the following periods: (Names and periods of suspension listed) Carried.

Moved by Trustee King: (The formal borrowing resolution as set out by the regulations is copied with the necessary figures and information inserted) Carried.

Moved by Trustee Samuel that H. Williams be paid a car allowance of $51.75 per month for the months of September 1961 to June 1962 inclusive.

Moved by Trustee King that we recommend that the grant under Part VIII Miscellaneous of the Teachers' Salary Schedule be not more than 33 1/3% of the estimated cost up to a maximum of $250. These costs shall be estimated by the Board. Carried.

Moved by Trustee Trout that the Superintendent's Report as read by Mr. Gabert be received. Carried.

Moved by Trustee Samuel that we approve of the engagement of Wm. Melynk as caretaker at the Collegiate at a salary of $250. per month from June 19, 1961 and the transfer of Garth Frey to Westview School. Carried.

Moved by Trustee King that we adjourn. Carried.

4. MINUTES OF THE REGULAR MEETING OF THE BOARD OF THE ESTEVAN SCHOOL DISTRICT NO. 257 HELD IN THE ESTEVAN COLLEGIATE ON THE EVENING OF FRIDAY, JUNE 9, 1961

The meeting came to order at 9:45 o'clock p.m. with Chairman Whitby presiding Trustees King, Trout, Dragushan and Superintendent Gabert present.

Moved by Trustee King that the minutes of the regular meeting of the Board of the Estevan School District No. 257 held in the Estevan Collegiate on the evening of Friday, May 12, 1961 be approved as read. Carried.

Moved by Trustee Trout that the following accounts as found in order by the Finance Committee be paid: (Vouchers 81 to 110 were listed) Carried.

Moved by Trustee King that school close for summer holidays on June 30, 1961 and reopen for the fall term on September 5, 1961. Carried.

Moved by Trustee Dragushan that the tuition fees for 1961-62 be set at $140. Carried.

Moved by Trustee King: (The formal borrowing resolution as set out by the regulations is copied with the necessary figures and information inserted) Carried.

Moved by Trustee Trout that Superintendent Gabert's salary for 1961-62 be $9,560. plus car allowance of $300. Carried.

Moved by Trustee Dragushan that in accordance with Part VII of the Teachers' Salary Schedule the following applicants be granted scholarships: (Three names listed) Carried.

The secretary was instructed to inform the successful applicants that scholarships have been granted and the $200. cheques will be issued.

The secretary was also instructed to inform the unsuccessful applicants that their applications had not been approved.

Moved by Trustee Dragushan that the Superintendent's report as read by Mr. Gabert be received. Carried.

Moved by Trustee King that we approve of the notice of termination of service to Allan Bruce Davey. Carried.

Moved by Trustee Trout that Garth Frey be engaged as Chief Caretaker of Westview School at a salary of $303. per month from July 1, 1961. Carried.

Moved by Trustee King that we adjourn. Carried.

SWIFT CURRENT COLLEGIATE INSTITUTE
No. 16

Swift Current, Sask.,.....19...

REQUISITION

To.....

Please deliver the following:

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Secretary

B29802